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ABSTRACT

This report examines several aspects of secondary education programs for students of limited English proficiency (LEP) in 15 California schools and identifies educational practices and policies that are successfully meeting the needs of LEP students in these schools. Most sites used a similar program design, with one or two periods daily of English language development, content classes taught through the primary language for beginning English learners, sheltered instruction for intermediate students, and elective courses through the mainstream program. The range of access to curriculum and teacher expertise differed among these schools. Overall findings indicate that schools in many different types of communities are able to implement and sustain good quality LEP programs, in spite of differing access to the full curriculum. Access to all courses and programs was a problem to some degree for every school, but those that offered the fullest access found ways to train adequate numbers of teachers. The best programs found ways to meet challenges and appeared to have the most support at the school district level. Good teacher relations and appropriate evaluation were keys to program success, as was ongoing attention to improvement. Three appendixes provide advice about establishing or improving LEP programs, good practice examples from project schools, and recommendations for program development. (Contains 26 references.) (SLD)

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THE SEARCH FOR SUCCESS:

Effective Programs for Limited English Proficient Students in Fifteen California Secondary Schools

A Report from Multicultural Education, Training, and Advocacy, Inc.

META, Inc.

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A Report from Multicultural Education, Training, and Advocacy, Inc.

META, Inc.

Sacramento, California

September 1995

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EXECUTIVE SUMMARY

Introduction

The number of California's school age children whose first language is not English has continued to grow over the last decade. Currently there are approximately 1.2 million students of limited English proficiency (LEP) in our schools. Almost 400,000 of these students are in grades 7 - 12 and attend the state's middle, junior, and high schools. This report will examine several aspects of secondary LEP programs in 15 California schools and identify education practices and policies which are successfully meeting the education needs of LEP students in these schools.

We identified the importance of an investigation of California's secondary LEP programs based in part on a 1992 legislative report[1] on LEP programs for elementary and secondary school students and META'S training work in over 50 California school districts. Over the two years of our training project we met with parents, teachers, paraprofessionals, and administrators who spoke of the inadequacy of their districts' programs for LEP students in 7th through 12th grades. Even districts with quality K - 6 LEP programs often did not provide appropriate programs for their older second language learners. The legislative study validated what we had learned anecdotally from our training projects and convinced us of the compelling need for the description of successful programs and aspects of programs for secondary level LEP students. This is particularly true given the lack of system-wide standards or a systematic approach to the education of these students.

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[1] Berman/Weiler Associates, Meeting the Challenge of Language Diversity: An Evaluation of Programs for Pupils with Limited Proficiency in English, Vol. 5. An Exploratory Study of Secondary LEP Programs (February 1992).

In this report we will examine how some secondary schools are providing LEP students access to a full curriculum as well as to other education services and activities. We hope that the report will help our colleagues and others explore what the standards of education programs for LEP students should and could be by providing examples of how these schools meet the many challenges they face as they design, implement, and sustain quality education programs for their students of limited English proficiency.

Project Methods

We identified schools to include in the project principally through nominations from our advisory committee. The committee includes individuals with expertise in diverse aspects of education for LEP students including research, legal advocacy, policy, teaching, and administration. In addition, we sent letters requesting nominations to a number of other individuals around the state including the county coordinators of bilingual programs and area representatives of the California Association for Bilingual Education (CABE). We conducted telephone interviews of all the nominated schools and reviewed data which we requested during these screening interviews.

Based on a review of the above information, we chose 15 schools for site visits. During the visits we investigated a number of aspects of the schools' programs for LEP students including methods of delivering English language development and content instruction, teacher qualifications, teacher training opportunities, school organization, and students' access to extracurricular activities. We based our final descriptions of each program on information from the site visits, written data, the screening interviews, and

follow-up telephone contacts.

LEP Program Design and Policies

Most of the schools used a similar program design: one or two daily periods of English language development (ELD), content classes taught through the primary language for beginning English learners with sheltered instruction classes for intermediate ELD students, and elective courses through the mainstream program.

Schools differed in the range of access to the curriculum they offered their secondary LEP students through primary language, and/or sheltered instruction classes. A few schools offered a full range of courses in all subject areas while many provided more limited choices.

Teacher expertise was another program aspect which varied a great deal among the schools. Most of the schools offered sheltered instruction and primary language classes which were taught by teachers who were neither LDS nor bilingually certified. Most, but not all, of these teachers were enrolled in training to gain the expertise they needed to work more effectively with LEP students.

Schools differed also in the access to special services they provided to LEP students such as bilingual counseling, tutoring, and extracurricular activities. Some of the schools offered LEP students a full range of services and activities; others provided access only for those LEP students who had a fairly advanced command of English.

At several of the project schools migrant education had been, or was at the time of our visit, an important contributor to the programs for LEP students. Often, at these schools, the migrant education personnel were in the closest touch with the students and their families, and were key to the success of the school's program.

Common Problems

These schools experienced myriad challenges in designing, implementing, and sustaining their programs for LEP students. Some issues were unique to a school site or community; however, there was a degree of universality to many of the problems. These often fell into two broad categories which might be termed problems of attitude and problems of human resources. The former included community fears about the effectiveness of LEP programs, community fears of the LEP students themselves, teachers' reluctance regarding the programs, and teachers' reticence about being required to take additional training. The human resources problem included a lack of qualified teachers and other personnel with the skills to work effectively with secondary level LEP students. Virtually all of the schools had experienced personnel shortages to some degree.

On the other hand, every school had at least one staff member who was immensely qualified and dedicated to the success of LEP students. Several of the schools had many such personnel including teachers, paraprofessionals, administrators, counselors, and community workers.

Findings and Conclusions

Following is a summary of the principal project findings.

1. Schools in many different types of communities are able to implement and sustain good quality programs for LEP students.

We found good programs in both rural and urban communities; towns that were far from a teacher training institution and those with easy access to such institutions. Some of the communities were principally low income while others had a mix of economic levels. Some of the districts had strong community support for the programs, some had mixed community support, and some experienced overt hostility from the community toward the LEP programs and students. Schools with these and other diverse characteristics and problems were able to sustain good programs for their LEP students. Schools did this by making LEP programs a priority, supporting them in spite of opposition, devoting the resources necessary to make them work, and figuring out what to do to avoid local community obstacles to the programs.

2. The principal teaching methods and program approaches are the same among all of these schools. However, some schools provide LEP students access to the full curriculum and other services, while others do not.

Almost all of the schools provide the newest English learners with academic content instruction in their primary language and introduce more instruction in English as the students gain English language skills. This increased English instruction is either through sheltered instruction content courses or "mainstream" classes. All of the schools provide English Language Development (ELD) or English as a Second Language (ESL) classes as well. Several of the schools require LEP students to take two periods of daily ELD/ESL,

particularly for beginning and intermediate English language learners. This basic approach mirrors that used in elementary schools and is based on linguistic and program research regarding second language learners. An excellent reference for the workings and rationale of this approach is in the California Department of Education (CDE) publication, "Putting the Pieces Together," by Norm Gold.

Beyond this similarity of basic program model: schools differed in 1) the range of courses available to LEP students through appropriate instructional modes, 2) the degree of expertise of the staff teaching the primary language, sheltered, and other courses for LEP students, and 3) the extent of other services and activities for LEP students such as counseling, sports, clubs, after school activities, academic assistance, etc.

3. Providing access to all courses, programs, and activities for LEP students was a problem to one degree or another for every school.

Providing access to daily ESL taught by teachers with expertise in this area did not appear to be a problem for any of the schools, but providing access to the other curricular and extracurricular features was more difficult. A few of the schools are able to provide access to a full range of courses (in high school) or the same curriculum (in junior high) for LEP and non LEP students through primary language and/or sheltered instruction classes. Most, however did not do this. Many had problems finding teachers qualified to teach LEP students in the content areas, and some lacked adequate primary language and appropriate English language materials for second language learners. Some of these schools staff

bilingual classes with teachers who are not fully bilingual and some who have no second language skills at all. Similarly some teachers of sheltered instruction classes have very little expertise in sheltered instruction teaching techniques.

Only one or two schools are able to provide access to special programs such as gifted and talented education (GATE) and special education. Schools often lack appropriate instruments for assessing students with special needs. They also lack staff with the expertise to effectively teach these students. No school in the project provides LEP students adequate access to special programs such as Mathematics, Engineering, and Science Achievement (MESA) and Upward Bound (UP) which are designed to encourage college attendance for minority students.

Several of the schools ensure access for LEP students to a variety of extracurricular activities and learning opportunities. For example: a bilingual speech and debate team, after- school classes in baile folklorico and traditional Mexican guitar, after and before-school tutoring centers, sports, clubs, and other activities. Several also ensure that LEP students have access to services such as counseling and activities such as leadership.

4. Schools that offered LEP students the fullest access to the curriculum found ways to hire and train adequate numbers of teachers with the skills necessary for working with LEP students.

A few school districts were highly committed to using a variety of means to ensure

that they had adequate numbers of appropriately trained teachers and other staff to work with LEP students. These schools extensively trained existing teachers through district and/or other training programs, recruited aggressively, and had ongoing relationships with a teacher training program. They also supported policies favoring contracts for bilingual and LDS teachers as well as transfer and layoff policies which protect these teachers. These districts also attract teachers through their reputations for placing a high priority on LEP programs and supporting the teachers who staff the programs.

A few of the schools viewed their paraprofessionals as potential teachers and therefore hired aides who expressed an interest in furthering their training and careers, and who had accrued some college units. These districts offered training for aides as well as pay incentives and schedule flexibility. However, most of the districts in our project did not treat their aides as potential future teachers and provided little in the way of training and less in the way of incentives for aides to further their expertise.

Training of existing teachers in the skills they need to work effectively with second language learners was by far the most common strategy for increasing the pool of LEP teachers. This strategy works well in some instances but also has some disadvantages. One disadvantage is that it is a long and costly process for monolingual English speakers to learn another language. Another is that some teachers do not take the training they have agreed to. Finally, the level of training offered by most districts is not equal in time or intensity to training received by credentialed bilingual or LDS teachers who attended university training programs.

The programs which had the most success in training their existing teachers made special adaptations such as making LDS training mandatory for all teachers or all new teachers, training specific groups of teachers each training cycle, such as mentor or science teachers, eliciting teachers' help in deciding which skills to help teachers with, and using innovative training techniques such as in-class coaching and mentoring.

5. Schools with the best programs found ways to meet many challenges (in addition to the teacher shortage problem) in order to provide an appropriate educational program for LEP students.

These schools evaluated the needs of their students both formally and informally, and created programs addressing those needs. For example, they solved the problem of the master schedule by making the LEP program the top priority, scheduling sheltered and primary language and ELD classes first and then building the rest of the schedule around these classes. These schools were often organized into "families" or teams, which helped teachers and students feel more connected, increased accountability, and improved teacher relations. The schools combined resources to provide needed services, materials, personnel, etc., and sought additional funding sources for programs or projects which staff wanted to undertake. In addition, these schools provided a forum for students from different groups to express their fears and grievances about each other, and to seek ways to overcome these.

6. The best school programs appeared to have the most support from the

district level. Most of the project schools had some degree of support from school districts.

School districts provided support for the programs through teacher training programs, expert personnel to advise and help with programs, assistance applying for grants, and hiring and lay-off policies favorable to bilingual and LDS trained personnel. The strongest programs in the project seemed to have the most district-level support. Some districts worked particularly hard to hire the best qualified teachers for the programs and in going to great lengths to find these teachers.

A few of the schools had less helpful district policies and less support from the district level but were nevertheless able to maintain good LEP programs. In one case the district had been supportive during the time when the school sites were establishing and building their LEP programs, but was no longer actively supportive. Personnel in schools where districts were not supportive were concerned that their programs would not survive if key staff at the school site left. They were also frustrated with unsuccessful attempts to get support for needed program changes or other help from the district.

7. Most of the schools had good teacher relations among those working in the program, which were partly the result of school and district practices and policies.

The good teacher relations at these schools did not occur accidentally. Leaders at

these schools made staff relations a priority. They allowed teachers to work collaboratively on solutions to problems and tried to provide the resources to implement solutions. Often schools facilitated communication among teachers by scheduling release time for teachers to meet. Schools that were organized into teams or families seemed to have the best staff relations. This may be due in part to the common prep time that team teachers have. Some of the teachers who did not have this common prep time met on a regular basis on their lunch hour or after school.

8. Appropriate evaluation of program success is a problem for these schools and districts.

Some districts did very little to evaluate the success of their programs for LEP students. This lack of meaningful ongoing evaluation makes it difficult for them to determine what works and what does not. An appropriate evaluation program would help guide district schools in the fine-tuning of their programs. Furthermore, if all districts collected similar evaluation data they could learn more from each others' successes and mistakes.

A few of the programs make special efforts in the area of student assessment for appropriate placement. In addition to the English language measures that most schools use, these schools assess students in their primary language for proper placement in content classes, interview students regarding previous schooling, attempt to obtain transcripts from Mexico for students who have recently arrived in the United States, and stay in close contact with feeder schools for students from the local area.

9. The best schools we visited were engaged in ongoing efforts to improve their programs.

Teachers in these programs were knowledgeable about current techniques and research findings to help them work effectively with LEP students. Some were involved in working groups and committees that were exploring education issues pertinent to these students. They were informed regarding the latest materials and techniques and sought to obtain these for their classrooms. They sometimes translated these materials into Spanish themselves.

Leaders at these schools worked with teachers to evaluate their programs on an ongoing basis. These leaders supported school changes designed to improve the LEP and overall school program. Examples of program innovations we observed were block scheduling, academies, school-within-a-school models, before and after-school programs, summer school programs for LEP students, a peer teacher assistant program, and a year-round schedule aligned with the schedule of migrant students.

THE SEARCH FOR SUCCESS:

Effective Programs for Limited English Proficient Students in Fifteen California Secondary Schools

INTRODUCTION

California has the country's largest population of school age children, with approximately 5.3 million students. This student population is becoming increasingly multiethnic. Currently the ethnicity of California's overall student population is 42.3% White, 37.1% Latino, 8.7% African American, 8.2% Asian, and approximately 4% Other. In addition, an increasingly greater share of California's school children are limited in their command of the English language (LEP). The number of limited English proficient (LEP) students[2] in California's schools as of the spring of 1994 is 1,215,218. This number has increased 149% in the last ten years from 487,835 LEP students in California's schools in 1984 to the current 1.2 million.

Approximately 31%, 372,182[3] of these LEP students are in the state's middle, junior and high schools. This number has grown from 89,749 secondary LEP students ten years ago. It is the educational opportunities available to these secondary students in California's schools that are the focus of this report.

Both federal and state law require full inclusion of LEP students in academic programs and other opportunities for growth which schools offer. Research supports the

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[2] This is the state's official designation for students who are not proficient English speakers as determined by one of several state approved language assessment instruments.

[3] Information provided by the California Department of Education Educational Demographics Unit.

success of certain methods and approaches to ensuring the inclusion for LEP students.[4] More recently we are beginning to have some guidelines for research regarding how to provide this inclusion for secondary level second language learners.[5]

A principal catalyst of this report was a META training project which took us to school districts throughout the state. During the course of the project we talked to many parents and teachers who told us that the programs for secondary level students in their schools were either nonexistent or appallingly inadequate. Another important impetus to this project was the legislative study conducted by Berman-Weiler Associates mentioned earlier, which was released as we were finishing our training project. The study documented the range of education programs for LEP students throughout the state. Investigators found that among the 32 sampled middle and high schools, few offered a complete program to secondary level LEP students. Only six offered a complete curriculum in all subject areas for LEP students in grades 7-12, and eight offered a few classes in each subject area. The rest had big gaps in the courses they offered, or provided no courses for LEP students at all. The study documented what we had learned anecdotally as we visited schools, and confirmed our belief that secondary LEP programs needed further attention.

As we began this project we set out to find model secondary LEP programs and model aspects of good programs. We hoped to find schools that offer not only courses

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[4] J. David Ramirez, Sandra D. Yuen, Dena R. Ramey, Longitudinal Study of Structured English Immersion Strategy, Early-Exit and Late-Exit Transitional Bilingual Programs for Language Minority Children, (Aguirre International, February, 1991). This longitudinal study found that students who received more primary language instruction had more successful academic outcomes. They performed better in school and on standardized tests over the long term than students in programs with less emphasis on primary language instruction. See also Virginia P. Collier, "A Synthesis of Studies Examining Long-Term Language Minority Student Data on Academic Achievement," Bilingual Research Journal, 16: 1 & 2 (Winter/Spring 1992).

[5] Tamara Lucas and Rosemary Henze, "Promoting the Success of Latino Language-Minority Students: An Exploratory Study of Six High Schools," Harvard Educational Review Vol. 60, No. 3 (August, 1990).

required for graduation but also college prep and advanced placement (AP) classes in an appropriate instructional mode for LEP students. We hoped also to find programs that offer LEP students the other opportunities for social and academic growth that schools provide such as counseling, extracurricular activities, and elective courses, among others.

We proposed to describe what we considered "good" programs and highlight the best aspects of these programs in order to provide practical information to schools in the process of designing or improving their own secondary LEP education plans. We hope that this report will serve as a resource guide for parents, educators, and others who are interested in improving the education of secondary level LEP students.

We did not encounter perfection among the schools we visited. What we found were several secondary schools that provide thoughtfully planned learning opportunities for their second language learners. We found many good practices and program aspects, and learned how some schools are attempting to solve ubiquitous problems.

We hope that the information in this report is useful to individuals and groups attempting to provide an appropriate education to LEP students in grades 7 - 12. We also hope that the report will stimulate further discussion regarding what we can do to improve the success of the more than 370,000 secondary LEP students currently in California's secondary schools, and the almost 830,000 elementary school LEP students that will soon follow them.

Procedures

We began the process to identify potential secondary LEP programs for this project by consulting with an advisory committee of our colleagues. These colleagues include education researchers, teachers, and administrators. The committee recommended schools

and advised us of other individuals who might help us identify programs to review. Ultimately we sent letters of nomination to scores of education professionals around the state. The letters explained that we were looking for programs which provide the greatest access to the full curriculum for LEP students and that have solved some of the fundamental problems schools confront as they attempt to provide these students an appropriate education. We conducted a telephone survey of each nominated school in order to discover more details about their program, and to elicit the program directors' attitude regarding participation in our project. Through this process we selected 15 middle and high school LEP programs to profile.

Most of the schools we selected for the project have a LEP student population which is made up almost exclusively of Spanish speakers. Only two of the schools have students from several ethnic and language backgrounds. We attempted to include additional programs which serve LEP students whose primary language is not Spanish but were unable to do so. Staff we interviewed from the nominated non-Spanish LEP programs indicated that their programs did not meet the education needs of their LEP students.

The decision regarding which programs to include was, in the final analysis, subjective. We therefore realize that there may be excellent programs which were nominated and not selected, as well as worthy programs which were not nominated.

STRUCTURE OF THE REPORT

Rather than presenting a separate description of the elements of each school's program, we have chosen to organize the report according to the program elements which reflect the areas of inquiry during our site visits:

- School and Community Demographics
- Climate of Support for LEP Programs
- Program Description
- Teacher Training and Recruitment
- Paraprofessionals
- Student Assessment and Redesignation
- Master Schedule
- School Organization
- Evidence of Success
- Funding
- Process to Design and Implement the Program
- Obstacles Encountered In Setting up a Program
- Staff Suggestions for Improvement
- General Description of Good Practice Programs and Aspects

Throughout the body of the report we include recommendations in the sections where we think they are most relevant. The recommendations are usually suggestions for further action, or caveats. These recommendations are based on suggestions from people we interviewed during our school site observations or our own highlighting of a practice we

observed.

We include three main appendices as well. Appendix I is a compilation and brief restatement of each of the innovations or good program aspects we found. Appendix II is a catalogue of all of our informants' advice and suggestions regarding programs for LEP students. Appendix III is a compilation of the recommendations included in the body of the report. The Conclusions section includes some final thoughts on what we learned from these schools and what directions future work in this area might take.

DEMOGRAPHICS OF SCHOOL COMMUNITIES

The schools in our project were in a variety of community types: densely populated high-crime urban areas, smaller cities, small towns in rural areas, and a few suburban communities. Some of the schools were working harder and some had been more successful than others at meeting the needs of their LEP students, but this relative success did not seem to be the determined by a school's location or other local characteristics. (See Table 1.)

Most of the LEP students in these schools were native Spanish speakers. Several of the schools had student bodies which were largely Latino. A common factor of all the communities and schools was that the Latino families were poor, even when the overall communities they lived in were not.

Migrant students were a significant part of the LEP student population in about half the schools. Most of the migrant students followed a pattern of missing several weeks at each end of the school year but eventually returned to their home schools.

LEP students with literacy problems or gaps in their schooling did not represent as much of the LEP student population as we had expected based on anecdotal information. Nor did schools in our project report that the numbers of these students were growing significantly. Only two of the schools had a large number of LEP students with significant gaps in their schooling. Virtually all of these students were from migrant families. Although most schools had seen an increase in their LEP students overall, only two cited a significant increase in unschooled LEP students.

Local community characteristics and problems impacted these schools in a number of ways but did not deter them from providing comprehensive and high quality LEP

Table 1, Page 1 of 2

DEMOGRAPHIC PROFILE OF PROJECT SCHOOLS

SCHOOL DISTRICT	COMMUNITY PROFILE	DEMOGRAPHIC CHANGE	# LEP	% LEP	LANGUAGES	PERCENT MIGRANT	UNSCHOOLED
Anaheim HS	Small city in large urban area. Fairly low income and high crime area.	Decrease in Vietnamese and other groups. Increase in Latino LEPs. Higher LEP literacy level.	800	40%	99% Spanish	Few. 40% transiency rate as people move to follow jobs.	40 students @ 5% of LEPs
Artesia HS	Small city in large urban area. Wide economic gap between Spanish speaking LEPs and well-to-do whites and Asian LEPs.	Decline in Asian LEPs. Latino LEPs have stable rate of influx.	366	20%	42% Spanish 19% Korean 16% Mandarin 6% Tagalog 17% Mix of Other	40% transiency. Due to economic reasons for poorer students and "searching for the perfect program" for Asian LEPs.	15 students 10% of Spanish-speaking LEPs
Calexico HS	Small, agricultural, largely bilingual town near U.S. - Mexico border.	Relatively stable over the years.	1,851	66%	99% Spanish	30%	15 students
De Anza Junior High School	Small, agricultural, largely bilingual town near U.S. - Mexico border. 97% of school's students are Latino.	Little change over last 10 years.	750	75%	99% Spanish	30%. Transiency is "low to medium."	10 students @ 1%
E.A. Hall Middle School	Small town in large agricultural area. School has poor Latino and well-to-do white students plus a mix of middle class pupils.	Increase in LEP students at the school.	786	60%	99% Spanish	75%	508 of 520 migrant students
El Sausal Middle School	Small city in agricultural valley. Parents of most students work in agriculture. 90% of school's students are Latino, 82% from low income families. District is 75% Latino, 25% white and other.	N/A[1]	591	50%	99% Spanish	N/A. Influx of Spanish speaking LEP students all year long.	N/A
English Lang. Ctr. Newcomer School	Small, ethnically diverse city in large urban area.	Decrease in enrollment due to fewer immigrants to the area.	402	100%	63% Spanish 11% Vietnamese 6% Farsi <5% each, Other	Very few.	30 students @ 7%
Hueneme HS	Small, isolated, ethnically diverse community. Naval base and agriculture are main employers. School population is largely Latino.	N/A	750	N/A	99% Spanish	N/A	Very few

[1]Throughout Table 1, N/A: Information not available.

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SCHOOL DISTRICT	COMMUNITY PROFILE	DEMOGRAPHIC CHANGE	# LEP	% LEP	LANGUAGES	PERCENT MIGRANT	UNSCHOOLED
McKinley Middle School	Suburb of large urban area. Community is mainly Latino with many Mexicans from Michoacan. School is 60% Latino, 30% white, and 10% other.	Number of recent immigrants from Mexico has grown steadily over last 10 years.	434	47%	98% Spanish	62 students, @ 14% but transiency among LEP students is low.	10 students @ 2%
National City Middle School	Small city near Mexico US border which has high crime, poverty, and gang activity.	More new immigrants from Mexico and more students with no former schooling. Decrease in Asian immigrants.	284	33%	95% Spanish 4% Tagalog 1% Other	Few. Transiency high. This is first stop in the U.S. before Mexican immigrants move to permanent situations.	20% of LEPs
Oakcrest Junior High School	Affluent suburb with few minorities. Families of LEP students work in flower growing industry. Wide economic gap between LEP and other students.	Number of LEP students has doubled and variety of literacy backgrounds among them has increased.	89	10%	99% Spanish	Some, but transiency is not a problem.	13 students @ 15%
San Dieguito HS	Affluent suburb. Families of LEP students work in local flower industry. Wide economic gap between LEPs and other students.	Population of LEP students doubled in last 10 years.	189	11%	99% Spanish	Estimate at least half.	15 students @ 8%
Santa Maria HS	Small town in agricultural valley.	Steady increase in LEPs since 1987. Recent increase in students in poverty. Decrease in Tagalog speakers.	1,081	50%	99% Spanish	85% of LEPs. Transiency is high.	30% of LEPs
Sweetwater HS	Small town in greater urban area near Mexico U.S. border. High crime, gang activity, and poverty are problems.	Big increase in LEP students since Amnesty. Slight increase in non-Latino LEPs: Filipino, Vietnamese, Ethiopian.	436	27%	86% Spanish 11% Tagalog 3% Other	Few. Transiency is very high. New immigrants use the town as "stopping place" before move to more permanent situations.	43 students @ 10% of LEPs
Ukiah HS	Small city in agricultural area. Mix of economic levels but Latinos are mostly poor.	Increase in LEP students.	169	10%	99% Spanish	N/A. Some transiency due to agricultural jobs & slow economy.	15 students @ 9%

programs. All of the project schools were working to overcome the challenges of their local situations. For example:

- Schools in violent neighborhoods create safe campuses and involve students in self-esteem building activities after school hours and during school breaks.
- Schools in rural areas far from teacher training institutions have strategies for attracting appropriately trained LEP teachers and for training those already in the classroom.
- Schools in areas where anti-immigrant feelings are high, and cross-cultural understanding low, ensure the program for LEP students is not dismantled due to political pressure, and provide ongoing training for teachers and students to eradicate racist attitudes.
- Schools with small numbers of LEP students provide a complete program for these students by using Language Development Specialist (LDS) and Bilingual Certificate of Competence (BCC) teachers to work in both LEP and non-LEP classes.
- Schools with large numbers of LEP students with gaps in their schooling provide these students with the extra academic help they need.

CLIMATE OF SUPPORT FOR LEP PROGRAMS

At these schools, district support for LEP programs was reflected in the nature and extent of the educational opportunities for LEP students. The schools that appeared to have the strongest support from their districts also seemed to have the most comprehensive LEP programs. A few of the project schools which lacked strong support from their districts were able to sustain quality programs but staff expressed concern that these programs could be easily eroded.

Districts support their LEP programs by providing training opportunities, district personnel to assist school sites with their programs, hiring policies which strongly favor appropriately trained teachers, lay-off and transfer policies which favor bilingual and LDS teachers, and equitable allocation of fiscal resources, among other factors. Some districts lend support by helping schools apply for grants in order to fund program innovations and improvements. Sometimes district personnel seek awards and other outside recognition for their teachers and programs in order to reward the dedicated staff. The most supportive districts have knowledgeable and committed district leaders who advocate for equitable programs for LEP students. At the schools we visited these leaders were Superintendents, Assistant Superintendents, Bilingual or Special Programs Directors, and/or sometimes school board members.

School level support influenced program quality as well. Without exception, all of the schools we visited had one or more strong leader who focussed on ensuring that LEP students had access to an appropriate education program. This leader might be a teacher, resource teacher, principal, Title VII teacher, special programs coordinator, counselor, or some combination of these personnel. Sometimes, in the smaller districts, school level

leaders worked very closely with district personnel to direct a program.

There was often disagreement among teachers from various disciplines and departments about the LEP program's effectiveness, particularly in regard to primary language instruction. At the best schools, staff put aside these philosophical disagreements to support the most appropriate education program for the school's LEP students. Furthermore, informants at all of these schools said that there was an extremely strong relationship among teachers and others who work with LEP students. Many informants saw this strong professional relationship as one of the greatest contributors to the success of their program. At several of the schools this close working relationship among the teachers was facilitated by a master schedule which includes time for teachers of LEP students to meet regularly.

> **<u>Recommendation</u>: School leaders should seek advice on improving communication and collaboration among their teachers from colleagues at other schools who have been successful in this regard. These leaders can facilitate communication by scheduling time for teachers to meet and begin to forge new working relationships which will ultimately contribute to the strength of the LEP program.**

The best programs we saw were also notable for the staffs' belief in their LEP students' abilities. Rather than looking for excuses about why students didn't or wouldn't learn, staff in these schools looked for ways to improve the school's programs. They work continuously to enhance student learning by improving program elements such as curriculum, materials, and teaching methods.

PROGRAM DESCRIPTIONS

This section is an overview of education programs provided to LEP students at the schools included in this project. We examined how schools provide comprehensible instruction in the content areas, and how they ensure that the LEP students learn English. We also considered counseling, extra academic assistance, and extracurricular activities, among other features.

LEP Students in the Mainstream Programs

We were surprised to find that at most of the secondary schools in the project many of the LEP students take all of their classes in the mainstream program long before they are redesignated as fluent English proficient (FEP). In fact, at only three of the schools are all of the LEP students in a program designed especially for second language learners.

We asked informants why so many secondary students are not in a program which is designed to meet their language and academic needs. Staff at several schools said that these LEP students are fluent English speakers who cannot meet the redesignation criteria of scoring above the 36th percentile in reading and writing on the CTBS.

We believe that this practice warrants further investigation and consideration. After all, these students are still designated as LEP because they cannot meet state established criteria. The criteria are designed as indicators that students have sufficient skills to succeed in an all English program of instruction. It seems an unwise educational practice to routinely place students in mainstream programs without indication from systematic evaluation that they are likely to succeed in these programs. Furthermore, when this practice is used the mainstreamed LEP students should be closely monitored and must

receive additional academic support at a minimum, elements which were not evident in most of the schools we visited.

Only one of the project districts reported that staff monitor their mainstreamed LEP students. According to their assessment, the LEP students at this school who are not in the program are doing as well as those that are. However, they note that their district is unique in that many teachers of mainstream classes and almost all the non-LEP students in the district are bilingual. These teachers and students provide a level of support for LEP students in the mainstream classes which is not present in most schools.

Most of the other districts do not provide the same degree of support for mainstreamed LEP students as the district described above, nor did they present us evidence regarding the relative success of these students in the mainstream program. Informants from these districts reiterated that many of their LEP students are mainstreamed because they "speak English" but cannot meet some of the other redesignation criteria.

Recommendation: School districts must investigate how to best serve secondary LEP students who "speak English" but cannot meet the other redesignation criteria, and ensure that their current practice of placing these students in mainstream classes is not detrimental to the students' chances for success. Schools must ask questions such as: Is the mainstream program the appropriate place for these students? Could they benefit from some classes in the LEP program? Are there classes or teaching techniques that are currently not being used with these students that might help them succeed academically? How are they doing compared to LEP students in the specially designed program? Are there ways to assess these students in order to ensure

they are appropriately placed in the LEP or mainstream program? Are schools monitoring progress closely, to make sure students are not improperly mainstreamed?

English Language Development Program Component

English Language Development (ELD), also sometimes termed English as a Second Language (ESL), is a primary component of all programs for LEP students at both the elementary and secondary level. Features of the ELD/ESL programs we observed are:

- Three quarters of these schools require that two, rather than just one, of six daily class periods be for English Language Development. At some schools these two periods are reduced to one as students advance in their English proficiency.
- Several of the schools organize the ELD instruction into a two hour block or two periods taught by the same teacher. Usually one of these two ESL classes is designated for oral language instruction and one is for teaching reading and writing skills.
- Most of the schools offer beginning, intermediate, and advanced ESL.
- A few schools offer an additional level called Advanced or Transitional ESL. This extra level is designed to help students with their reading and writing skills in English before they move to the all-English program of instruction.

Some of these schools have uniquely adapted their ELD programs. These ESL program modifications at project schools include the following:

- One program offers all ESL classes first period, which allows students to move among levels during the semester without disrupting the rest of their course

schedules.

- At two schools the Advanced ESL classes earn A-F[6] college prep credit.
- One ESL program includes writing skills that are aligned with those taught in the English language arts classes. The goal of the program is to prepare LEP students in the same language skill areas as students in mainstream English language classes. This helps LEP students make a more successful transition to an all English program of instruction and compete more equally with native English speakers when they get there.
- One of the programs uses materials that include many hands-on activities and relevant and exciting lessons as well as writing and thinking skills throughout the ESL levels. The materials were developed by an ESL teacher at the school.

> **<u>Recommendation</u>: Schools should include writing and thinking skills in the ESL curriculum in addition to, rather than in place of, teaching such skills in primary language and sheltered instruction classes.**

The ESL components of the 15 project schools were strikingly similar. Although we found some innovative practices, as described above, the ESL programs have many common features and employ many of the same techniques.

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[6] A-F is the designation for the range of courses which students must take in order to be accepted into the University of California system. Students must take a designated number of courses in each of the A-F subject areas which include: Science, Math, Foreign Language, Social Studies, and Fine Arts.

Academic Program for LEP Students

The academic programs for LEP students at these schools have more diverse characteristics than the ELD program components. One difference among programs is the breadth of course offerings for LEP students, particularly those offered in the students' primary language.

In the LEP academic programs at these schools, students are instructed through the primary language, sheltered instruction, or mainstream classes. The mode of instruction depends on the individual student's English abilities as determined by teacher judgment and other assessment. Generally, as LEP students gain proficiency in English, they take more of their courses through sheltered or mainstream English instruction.

In most of the programs, students in beginning ELD classes take content courses such as Math, Science, and Social Studies in their primary language. They take Physical Education and any electives in the mainstream. A few schools offer some electives to LEP students in their primary language.

As students move into intermediate ESL classes, they are given more academic learning opportunities in English. Some intermediate ESL students take content courses taught using sheltered instruction techniques, and some take a combination of sheltered instruction and primary language classes.

Students in advanced ESL classes continue to increase the amount of instruction they receive in English. These students take most of their courses in sheltered instruction and/or mainstream classes.

There is some deviation from this general program approach among schools. For example, at a few schools students stay in primary language content classes as long as they need ESL instruction. At other schools every advanced ESL student takes all content

courses in mainstream classes.

Grouping and Tracking: Access to Courses

Students of similar English language proficiency are placed together in the same classrooms. There is often a strand of classes taught in the students' primary language for beginning English learners, and another strand taught through sheltered instruction for intermediate or advanced ESL students. Staff at some of the project middle schools assured us that the curriculum in the LEP strands is the same as that for English speaking students.

> **Recommendation: It is critical that strands for LEP students have the same high standards and challenging curriculum that is available to students in mainstream classes, as was the case at some of the schools we observed.**

> **Recommendation: Schools should structure schedules to prevent students spending all of their time with the same group of LEP students and allow them to spend some of their learning time outside the strands with students who are native speakers of English.**

A few of the high schools have abandoned use of basic and remedial classes and tracks, and have adopted the same set of standards for all students. At these schools most LEP and English proficient students take the same college prep curriculum. Despite this, LEP students are still unable to access all the schools' curricular offerings because even the

schools that are moving toward a uniform curriculum for all students still offer advanced or accelerated classes. Unfortunately few of these classes provide access to LEP students through primary language or sheltered instruction.

Most of the high schools have traditional programs which offer students many curricular choices. These include courses which earn graduation but not college entrance credit, college prep courses, advanced or honors classes, Advanced Placement (AP) courses, and electives. Although most of the schools have not achieved the goal of full access to the curriculum for LEP students, some schools are making great efforts to do so. Several have come a long way from where they were in the past. For example, a teacher at one high school told us that for many years there were two tracks at the school: a remedial track for LEP and Latino students, and an advanced track for everyone else.

A few schools make all or almost all of the same advanced courses available to LEP and non LEP students. LEP students take the advanced classes and other curricular offerings through the medium of sheltered or primary language instruction. Examples of this breadth of offerings include a school that provides advanced math and science to LEP students through the primary language, a Tech Prep program at the same school which students can take through primary language or sheltered instruction, and a progressive Agricultural Sciences program at a high school which is taught bilingually. Advanced Placement courses, which prepare students for subject area tests that provide college credit for those who pass, are generally not available to LEP students. The exception is that a few of the schools offer AP classes for Spanish speakers in Spanish Language and Spanish Literature. Several teachers of these AP classes said that the advanced courses are invaluable to both the academic knowledge and self esteem of their LEP students. The classes expose students to the rich literature written in their primary language, and affirm

students' intelligence and ability through high achievement in demanding course work. We observed a high level of interest and involvement, advanced writing skills, and heard sophisticated discussion among the students in these classes.

Recommendation: Schools with LEP students should always offer AP Language and Literature classes to these students.

Access to advanced classes for LEP students is particularly rare in math and science (physics, chemistry, calculus, and math analysis, among others). In fact, at some schools math and science classes that are part of a regular college preparatory curriculum are not available outside the mainstream English program. For example, one school lacks algebra in the students' primary language, two lack all primary language math classes, and three offer no primary language science classes. In most cases this is because the school does not have staff with the appropriate skills to teach these classes. However, occasionally the failure to provide classes is based on subject area department decisions regarding which courses to offer. For example, one school has a bilingual science teacher who would like to teach a primary language science class for LEP students. However, the head of the science department will not approve this.

Staff expertise in teaching second language learners varies among programs. At several of the schools, primary language and sheltered instruction courses are taught by teachers lacking the appropriate knowledge and credentials. Several of the schools employ teachers in the primary language classes who are not fluent in the language in which they are supposed to be teaching, in this case Spanish. In addition, many of the teachers of sheltered instruction classes are not credentialed, although they have taken some training

and may be enrolled in training.

Class size

About half of the schools have an official policy of smaller class size for ESL classes, particularly for beginning ESL. Only one school officially supports smaller primary language and sheltered instruction content courses. Staff at this school say the smaller class size is necessary because of the wide ability range among LEP students at the school.

Despite the fact that most schools did not have an official policy designating smaller content class size in the LEP program, we observed many content classes with small enrollments. These were primary language classes and classes taught in English in which teachers use sheltered instruction techniques.

Recommendation: Schools should combine their LEP/EIA and other funds to lower class size. Smaller classes provide greater opportunities for teachers to address the disparate needs of students who may have a wide range of previous schooling and whose English proficiency levels are diverse. Smaller class size can also accelerate learning for these students as they face the extra challenge of becoming proficient in English. It is notable how many informants said they would like funds to reduce class size. Why didn't schools use their LEP funds to do this? Particularly since these funds are meant to be supplemental and the general fund is meant to cover all the basic costs of running a program such as teachers, books, supplies, and other necessary operating costs?

Restructuring

Five of the project schools are in the process of formal restructuring. Restructuring is meant to improve programs through school change. These schools have state or private grants to make changes in the governance, organization, curriculum, and/or other aspects of the school. The extent of these changes and the areas addressed in the restructuring can vary a great deal among schools.

Most of the project schools that are restructuring are divided into families and include a separate family for the LEP students and their teachers. This type of organization usually divides the school into groups of approximately 150 students and five teachers each. The purpose of doing this is to provide more teacher accountability for the students, establish more rapport among "family" members, and create a sense of ownership and belonging for all. Families are also called teams, houses, academies or tribes. Staff of schools which are divided by family or team are enthusiastic about this type of organization, particularly in regard to how it can improve staff relations.

The experience of some project schools illustrates how restructuring can provide both advantages and disadvantages to the program for LEP students. Two schools have adopted a year-round schedule as part of their restructuring. At one of the schools the new structure allows staff to enrich the curriculum for LEP students by providing inter-session classes. At the other school the year round schedule corresponds closely with the pattern of absence of the several hundred migrant students at the school and has reduced the number of school days these students miss each year. However, at the latter school the schedule change has created a new problem while solving an old one. Now that most of the qualified teachers are concentrated in the migrant track, there are too few appropriately qualified teachers in the other tracks. This leaves LEP students in these tracks without the same access to

courses as the other students.

> **Recommendation: Restructuring proposals must be designed to ensure that they do not create problems of access for LEP students and that these students are not isolated from the rest of the school. Teachers suggested that all families have some teachers trained to work with LEP students so that these students can take some classes outside their family or house. This is crucial in order to avoid segregation and to provide LEP students exposure to a range of students and teachers. It is also very important that the courses of study for LEP families not become remedial or watered down versions of the curriculum.**

Additional Academic Support For LEP Students

LEP students at most of the schools can receive extra help with their schoolwork. Some schools provide extensive academic support for LEP students; at others this help is minimal. Following are the principal methods project schools use to provide LEP students with extra academic help:

- A few of the schools place these students in small classes where they receive more individual attention.
- Two-thirds of the schools provide before and after school tutoring. A few provide additional tutoring during the lunch hour. Tutors are aides, teachers, peers, or some combination of these.
- At one school, all of the newest English learners receive individual help at the Bilingual Resource Center from the Bilingual Resource Teacher, aides and/or peer

tutors.

- At another school, after school tutoring is mandatory for all students achieving below a designated threshold.
- Some of the schools offer classes for LEP students in summer school and/or during inter-session for year-round schools. In addition to reinforcing students' skills, the classes provide LEP students the opportunity to take more advanced ESL classes, and electives that they cannot fit into their regular schedules due to ESL requirements.
- Schools that have Bilingual Centers offer tutoring for LEP students at these Centers. The Centers have extended hours and staff sometimes arrange to open particularly early or stay even later than usual to help students.
- Some schools limit additional help to the extra attention which can be provided in the regular classroom. This help is through one on one or small group work with teachers and/or bilingual paraprofessionals.

LEP GATE[7] and Special Education

Staff at these schools said that there is a tremendous lack of appropriate programs for LEP students who need special education services. Few districts have primary language assessment techniques adequate to appropriately diagnose learning disabilities and other problems, and when they do, few have bilingual special education teachers. For many years LEP students were disproportionately and inappropriately placed in special education classes

[7] GATE stands for Gifted And Talented Education. The program generates funds for students who are identified as having special capabilities significantly beyond their peers in any number of areas including academic skills, artistic or musical talent, and leadership and interpersonal abilities. Appropriate assessment is particularly important in identifying GATE students because these students don't necessarily do well in school.

because they did not speak or understand English. Now we must investigate how to identify and help LEP students who may have special learning challenges but are not receiving services. LEP students are also denied access to GATE services. However, a few of the project schools were making efforts to provide LEP students with GATE resources. One of these schools had an after school enrichment program where bilingual GATE students were paired with gifted English learners. Another district had developed an appropriate assessment method for identifying GATE students who do not speak English. Schools in the district used the GATE funds to provide extra materials in the classrooms for these students.

> **Recommendation: GATE and special education are two areas where appropriate assessment, knowledge, and services are lacking. The California Department of Education should publicize successful efforts in these areas, such as the assessment process developed by one project school for identifying secondary LEP GATE students. CDE should also explore ways to help schools develop guidelines and procedures in these areas.**

Counseling

Almost all of the schools have at least one bilingual counselor; a few have more. Several teachers said that bilingual counselors are critical to the success of their LEP programs. Unfortunately, one school has no funds at all for counselors.

In all of these schools the ratio of students to counselors is high. On top of this, bilingual counselors often have a disproportionate load because, although many Latino students are not limited in their English proficiency, their parents often are.

More than one program director said that monolingual English speaking counselors have been a barrier to the achievement of LEP students by advising them to take less advanced courses rather than a more challenging curriculum. These counselors often advised students that college prep classes might be "too hard" for them. Counselors were not the individuals responsible for scheduling LEP students' classes at these schools. In fact, counselors are exclusively responsible for scheduling LEP students at only a few of the schools. LEP students at most of the schools are counselled regarding which courses to take by LEP program staff: usually the Bilingual Resource Teacher (BRT), or an ESL or LEP teacher. Sometimes LEP program staff work with the bilingual counselor, or work together with each other to advise LEP students regarding the most appropriate course of study. At schools that have Bilingual Centers, Center staff help the LEP students plan their schedules. Program directors stress the importance of bilingual counselors and other LEP program staff who know the students and their abilities. At one school where there is a struggle between counselors and LEP program staff, the program director said that the LEP students are better served when teachers in the program, rather than the monolingual counselors, help the students plan their schedules.

> **<u>Recommendation</u>: Schools with significant populations of LEP and Latino students must hire more counselors who are bilingual in the primary language of the students and/or their parents. Colleges and universities must recruit and favor bilingual candidates for their counselor training programs.**

In addition to traditional academic counseling two thirds of the schools offer personal counseling to LEP students. Efforts in this area include the following:

- School counselors: These counselors meet with individual students who are referred by their teachers. In some schools the counselors were particularly cognizant of students' personal problems.
- Outside Referrals: In some communities, teachers or counselors refer students to additional counseling services from community organizations.
- Migrant Counselor: A few schools have a migrant counselor who is trained to help migrant students with their unique problems.
- Small group meetings with staff: Pioneer groups of 18 students are assigned at random to each staff member. The groups meet together on a regular basis to provide some continuity of personal contact among staff members and students (Informants said the program is not yet successful, but has potential).
- Peer tutors: Bilingual student tutors receive training to work with their LEP peers.
- Group counseling: Group sessions are conducted by specially trained assistant principals. One school concentrates on anti-gang and violence strategies since these are big problems in the community. At another school, group session topics include self-esteem, death, grief, drugs, and alcohol.
- Bilingual Center Staff: At schools with Bilingual Centers, Center personnel "touch base" on a regular basis with LEP students and many of their families, detect when there are problems, and provide informal counseling or referrals to someone from the school or community.

Encouragement To Attend College

Bilingual counselors and the ESL and LEP content teachers encourage the English learners at all of the project schools to attend college. Some of the schools sponsor several

special programs and activities designed to encourage LEP students to attend college.

All of the high schools have a College Night (or Day or Fair) where Spanish-speaking college recruiters come to the school. Recruiters make presentations in the students' and parents' primary language regarding their respective institutions. They also provide materials and answer questions about college.

About half of the schools also take selected groups of LEP students to visit colleges. These students are usually part of a special program such as MESA (Math, Engineering, and Science Achievement) or a migrant education leadership program. Two schools invite local Latino college students, often graduates of the school, to come and talk about their experiences and encourage LEP students to attend college. Below is a list of efforts to encourage LEP college attendance:

- Parent meetings: A series of meetings with parents provides information on colleges, financial aid, etc. in the parents' primary language.
- Application Assistance: Students receive assistance with applications for college, and for grants and financial aid.
- Summer Program: A local University of California campus and the Migrant Education program co-sponsor a summer program on a college campus designed to increase college enrollment of migrant students.
- Student Mentors: Each junior high LEP student is paired with a bilingual high school student enrolled in college prep classes. They write each other and meet over the course of the junior high years. The goal of the program is to encourage the younger students to think of themselves as college bound when they get to the high school.

Family Involvement and Community Outreach

Commitment to family involvement and community outreach varied among the schools, as did the level of success in this area. For one-third of the schools this is an admittedly weak program aspect, although staff at most of these schools said that they would like to improve home/school relations. A few schools did not seem to place great importance on empowering or involving parents in the schools.

Most of the schools have committees which are required by law, including the school site council, bilingual advisory committee, and for some schools, the migrant parent advisory committee. In a few of the schools and districts these committees meet regularly, and staff and parents share information, ideas and concerns. The committee members work together to set goals and plan strategies for school and/or district change. In other communities, however, the committees have no real power.

Schools encourage family involvement through additional avenues as well. Each school sponsors activities which meet the needs of the local community. Staff said that many of these activities help parents, students, and staff feel that they are all part of the same community with shared interests and goals. Some of these activities include:

- Parent education classes: Several schools have parent education classes, conducted in the parents' primary language, on topics such as parenting, higher education, discipline, substance abuse, and gang awareness. Parents often choose the topics.
- Independent parent groups: Two schools have independent parent groups similar to the PTA which provide support to the students and the school program through fundraising and other activities.
- Bilingual centers: Two schools have centers staffed by bilingual personnel where students' and their family members drop by on a regular basis for a variety of

services. Informal meetings between parents and school personnel take place at the centers daily.

- Family activities: Several schools sponsor family recreational activities and fundraisers that invite and involve parents.

One school each supports the following activities to involve parents and/or the community in the school:

- A parent involvement committee to find ways to improve home-school relations.
- Parent visitation days where parents come to the school to see what a day in the life of a student is like.
- Adult School classes offered on campus.
- "Adopt a Family" program where each counselor or teacher makes regular home visits to a given non-English speaking family. The goal of the program is to establish an ongoing relationship of trust and collaboration between the student, family, and school.
- Food and clothing drives sponsored jointly by parents and the school to help the most needy families in the community.

In addition to these parent involvement activities, several of the schools have community or home liaisons whose job is to keep in touch with families of LEP students, and to contact them in regard to specific issues and activities. The liaisons contact families regarding individual student problems, answer parents' questions, and assist in communications between monolingual school personnel and Spanish speaking parents.

We saw some powerful examples of liaisons facilitating home/school relations. One community liaison we met is a long time resident of the community and is trusted and well-liked by students, their families, and school staff. We observed students and parents drop by her room in a steady stream after school, and she was on campus talking to students during lunch and breaks. She attends every school function and meeting and acts as translator whenever needed. Another liaison in a smaller community takes students to dentist and doctor appointments as part of her job and does "anything else" she believes will help the students and their families. In a school that did not have a community liaison, the team leader of the "LEP family" expressed the importance of establishing a collaborative relationship with students and their families. This team leader made many parent phone calls and home visits that were handled by community liaisons in schools that had these staff positions.

Informants at schools where there is strong parent support and involvement believe this aspect of their programs is an important contributor to student success.

TEACHER TRAINING AND RECRUITMENT

Appropriately trained staff to teach LEP students is the primary resource upon which an effective LEP program is based. A shortage of such teachers has been a problem in many school districts for decades. Even among these model programs, half the schools which we chose for our project did not have an adequate number of appropriately trained teachers. As a result, these schools cannot offer courses in certain subject areas or must staff classrooms with teachers who do not have primary language and other necessary skills to effectively teach English learners. Further compounding the problem, most schools lack special education teachers with the skills to teach LEP students.

All the schools have plans for increasing their pool of teachers with the appropriate knowledge and skills to work with LEP students. Some of the schools and districts devote significant resources to these efforts.

Strategies for Increasing the Teacher Pool

Informants from most of the schools said that their school districts actively recruit teacher candidates from colleges and universities. Districts also recruit teachers working in other districts by advertising the excellence of their programs and the advantages of working in their districts. One district recruits in Mexico and other Latin American countries. This and other strategies have worked very well judging by the many well trained bilingual subject area teachers at the school.

Recommendation: All colleges and universities that train teachers should establish relationships with high schools and school districts in order to

provide teachers-in-training to the districts, and to encourage currently enrolled high school students to consider the teaching profession. We were somewhat surprised that not all districts promote such relationships. One third of the schools did not mention this as a way to increase the pool of teachers for their LEP program.

Some of these districts have hiring and transfer policies which promote appropriate staffing for their student population. In one there was a "district shakeup" in which many teachers who were not qualified to teach LEP students were replaced by teachers with bilingual and/or language development certification. In another district where some teachers were unwilling to do the extra work required when the school implemented an innovative LEP program, those teachers were "allowed" to leave rather than fulfill their agreement to stay at the school for a predetermined period of time until the program was fully established.

Career Ladder Opportunities for Paraprofessionals

One-third of the districts offer programs designed to help and encourage paraprofessionals toward higher learning and eventual teacher certification. Three of these provide increments in pay as aides earn more course credits. They also accommodate work, study, and student teaching schedules of the aides. One of these districts attempts to hire bilingual instructional aides who have had some college experience and are interested in becoming teachers. Although this is a small district, several of its aides have earned or are in the process of completing their teacher certification. Another district periodically offers

training for aides to earn their AA degree on local school campuses.

Recommendation: Districts should provide paraprofessionals with both release time and fee payment for teacher training. Although most of the districts say they need more bilingually trained teachers, few (only 3 of these 15) expend significant resources on converting their bilingual paraprofessionals into teachers of LEP students.

High School Students as Future Teachers

In a community where many of the district's bilingual teachers are graduates of the local high school, the district ensures that its "high school graduates are college bound." Staff in the district view the students as the future teachers and local leaders of the community. Another school has a teacher assistant program to train bilingual seniors to work in classrooms. The program earns the seniors elective credit as well as a small stipend. As a result of working in the classrooms, several of the teacher assistants hope to become teachers. Only one of the schools has a Future Teachers Club for high school seniors.

Recommendations: Districts should find ways of encouraging and helping bilingual students become future teachers. High school seniors have the same education level as many paraprofessionals and should be viewed as potential future teachers.

Training for Existing Teachers

District training of existing teachers is the dominant strategy for increasing the LEP

teacher pool among all 15 districts we visited. Several of the districts focus their training efforts on the teachers who are most prepared in their subject areas. Staff at one school said that the greatest strength of their sheltered instruction program is that the best content teachers have taken appropriate training and are now the sheltered instruction teachers.

Some program directors are very happy with the results of their district training programs. District staff at some of the schools said that their teacher training program is a major strength of their district's approach to LEP education. One Program Director said that training for existing teachers "has made the biggest difference of anything" in their LEP program. A teacher at another school said that "there is a big improvement in attitude toward the LEP students in teachers who take district training."

A few school districts require training for all teachers. This training not only prepares some teachers to be experts in this area but also exposes all teachers to the cognitive and affective issues facing second language learners.

Most of the districts offer this training in-house. Additionally, districts sometimes sponsor teachers to take courses at local universities or colleges. Many districts offer courses in conjunction with the local County Office of Education. Two small districts formed a consortium in order to offer a training program that neither district could support on its own. Occasionally districts sponsor teachers to attend intensive language training in Mexico.

In virtually all of the districts, teacher training opportunities and/or requirements include language and methodology classes to prepare teachers to pass the Bilingual Certificate of Competence (BCC) and/or Language Development Specialist (LDS) exams. In addition, districts offer ongoing training for teachers on a variety of subjects designed to increase their expertise in teaching second language learners.

A few districts added some unique features to their teacher training efforts:

- One district uses coaching and mentoring techniques. They send coaching teachers to classrooms on a regular basis to demonstrate methods and strategies for working with LEP students. They also observe and critique classroom teachers.
- The same district chooses a different pool of teachers, such as mentor or language teachers, to train each year.
- One district requires that all teachers take LDS training.
- Several districts mandated LDS training for teachers who are teaching LEP students without the appropriate credentials.
- The district coordinator of LEP programs checks the credentials of every teacher who works with LEP students and notifies all those who don't have the appropriate credentials that they must enroll in training.
- Districts sometimes facilitate teacher training by providing substitute teachers to allow staff to attend classes during school hours. One third also pay fees for training offered outside of the school district.
- Some districts pay exam fees for the BCC and/or LDS exams.

<u>Recommendation</u>: Districts should evaluate which of their training efforts are most successful and cost-effective, and share this information with other school districts. Despite the efforts mentioned in this section, we saw less training activity than we might have expected given the extent of the need. Sharing information might stimulate thinking about diverse ways to approach teacher training.

Teacher Training Incentives

Several of the districts offer teacher training incentives:

- Five districts offer hourly stipends for the time teachers spend attending classes.
- One allows teachers to choose between the hourly stipend and professional growth credit.
- Five districts offer increased job security in the form of lay-off protection for teachers with BCC or LDS credentials.
- Several districts give interview and hiring preference to LDS, BCC, and bilingual credentialed teachers.
- Finally, about half of the districts pay a salary stipend to teachers with the BCC or LDS credential. The stipends were generally characterized as "small." The three informants that provided details quoted stipend amounts of $800, $1,000, and $2,000 respectively.

Recommendation: **All schools that do not have adequate numbers of qualified teachers for their LEP students must support policies of job protection for appropriately qualified teachers. In times of district layoffs the law protects teachers with special skills to teach LEP students, in favor of teachers with seniority who lack skills that are necessary to meet the needs of the students**[8].

[8] See Opinion of the Attorney General, State of California, No. 87-1001, January 20, 1988 (page 7). See also Keyes v. School District No. 1, Denver 576 F. Supp. 1503 (D. CO 1983) and Castañeda v. Pickard 648 F.2nd 989 (5th Cir. 1981).

Districts also increase their pool of teachers trained to work with LEP students based on the reputation of their programs. Staff from districts with particularly comprehensive LEP programs said that teachers seek jobs in the district because of the prestige of their programs for second language learners and because teachers know these districts provide strong support to their LEP programs and the teachers who staff them.

Finally, several of the schools are in rural areas where it is often assumed that schools cannot sustain programs because they are far from teacher training institutions and centers of population. However, this notion was belied in these districts where we found rural schools that support programs as complete as some of those we encountered in urban and suburban areas. These districts have well-staffed programs because they appeal to qualified teachers on the basis of their teacher support, incentives, and other attractive program aspects. The districts also carry out active and ongoing teacher recruitment.

Recommendation: Schools must enforce teachers' training agreements. Unfortunately, informants said that sometimes teachers who agree to take training do not actually do so. Program directors said that this is a "loophole" they wish to close.

Interim Staffing Strategies

Districts adapt to the shortage of appropriately trained teachers in several ways. Perhaps the most common is to pair a monolingual teacher with a bilingual aide. Teachers in this staffing configuration are required to take training in the skills they need to effectively teach LEP students. Most of these teachers are eager to take the training in order to be better equipped to meet the needs of their students.

A similar approach is to place a small group of LEP students in a class with a monolingual teacher and an aide, and to pair each LEP student with a bilingual student. This approach is sometimes called clustering.

Some schools use a similar strategy when a few LEP students wish to take a particular class. The students are placed in a related class with an appropriately trained bilingual teacher thus forming a "class within a class". If, for example, a small group of LEP students wants to take trigonometry, a bilingual algebra teacher might teach them trigonometry while the rest of the class learns the designated course content. This strategy is possible when a school has teachers whose skills include excellent subject area preparation, bilinguality, and expertise in teaching second language learners.

At one junior high school, the principal tries to avoid placing LEP students in classrooms with inappropriately trained teachers. He is so committed to having adequately trained teachers in all classes for these students, that he holds unstaffed position open with a substitute teacher until one who is appropriately qualified can be hired.

None of the staffs of these schools mirror the ethnicity of their students. Almost all have a much greater percentage of Latino students than teachers. Half of the schools report having a "mixed group" of teachers and half say that most of the teachers at the school, including those in the LEP program, are White. One school has focussed on decreasing this ethnic disparity over the last few years. They have increased minority staff from 20% to 40% since 1982. As mentioned above, most of the schools have from one to four bilingual counselors, many of whom are Latino. Three of the fifteen schools, all of them middle schools, have Latino principals. An additional few school principals who are non-Latino are bilingual. A few of the districts have high level, highly active and visible Latino district staff.

PARAPROFESSIONALS

Paraprofessionals are an indispensable component of the programs for LEP students in the majority of these districts. In almost all the schools, paraprofessionals work in classrooms with small groups or individual LEP students. Aides work most often in classrooms with monolingual teachers who are teaching classes for LEP students, and with "teachers in training" for BCC or LDS certification. At one school aides also work in ESL classes that have more than thirty students, and another school places aides in primary language classes when students have a wide range of literacy backgrounds.

Traditionally, teachers who are in training lose their aides once they become BCC or LDS certified. At least one bilingual director we met tries to keep the aides for these teachers. She feels that to do otherwise inflicts a penalty on teachers who gain extra expertise and discourages other teachers from getting certification. Some schools employ paraprofessionals for non-classroom duties as well. At these schools aides assist with parent education, contacting parents, assessing LEP students, working in after-school computer labs, staffing bilingual homework or tutoring centers, and completing oral and written translations.

Two of the schools build time into the instructional aides' schedules for them to meet with teachers and plan the curriculum. An additional school includes paraprofessionals in department meetings, although they did not indicate if this was during aides' paid hours or not.

Training for Paraprofessionals[9]

Some school districts offer aides a variety of opportunities to improve their job skills, while others make fewer efforts in this area. Examples of training opportunities for aides are:

- Teacher in-service training: Aides in most of the districts can attend the same in-service training as teachers. One district offers a shorter version of each teacher in-service training to paraprofessionals.
- Preservice training: Three of the districts train aides before they begin their jobs. In one of these the district sponsors aides to attend four college classes which address teaching skills and methodology.
- Job-specific training: Six of the districts provide training specific to particular paraprofessional jobs such as assessment, tutoring, etc. In two of the districts this is "job-alike" training in which all aides with similar jobs learn skills pertinent to particular assignments.
- Program-specific training: Some special programs such as Migrant Education and Special Education include additional funds to train aides and other program personnel in the skills necessary to meet the unique needs of students in these programs.

Paraprofessional Qualifications

All of the schools look for aides who are fully bilingual. Districts assess potential

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[9] See also Teacher Training and Recruitment section, page 34, for Career Ladder Opportunities for Paraprofessionals.

aides' English and Spanish language skills through tests and interviews. At some districts the testing is more rigorous than at others. A few districts also test basic skills in other subjects. Two schools require a high school diploma. Only one district tries to hire aides with some college experience in order to sponsor them as they complete their education and earn a teaching credential.

> **<u>Recommendation</u>: Districts should hire aides who are interested in pursuing a teaching credential; aides should receive more extensive training through the school district than is currently the rule. Aides are a critical feature of most of these LEP programs and are a potential pool of future bilingual teachers.**

One school that has been unable to find qualified bilingual aides trains students to be teacher assistants. These assistants are bilingual seniors at the school with at least a 3.0 grade point average. They attend on-campus weekend training camps twice a year. The teacher assistants earn a small amount of course credit and a stipend for their work. They work during their elective periods, usually one class period a day, although some seniors have accrued enough credits to allow them more than one elective. These teacher assistants also help LEP students during lunchtime in small group or individual tutoring sessions. Staff at the school are very happy with the assistants and in our observation the teacher assistants work well with the students. At the same time they are important role models for students. An additional benefit of the program is that some of the teacher assistants are enjoying their work and discovering their talent for teaching. Several of the assistants said that they hoped to be teachers some day.

Recommendation: More schools should institute such teacher assistant programs. They benefit both the assistants and the students they assist, as well as the overall LEP program.

STUDENT ASSESSMENT

Student Assessment for Initial Program Placement

In order to place students in an appropriate education program most of the schools assess students' oral, reading, and writing skills in both English and their primary language. Only one district places incoming students solely on the basis of the LAS test of English oral skills. At another school a team comprised of the principal, bilingual teacher or bilingual resource teacher, and another resource teacher help make difficult placement decisions.

Very few of the schools attempt to determine content area skills of incoming LEP students in the student's primary language. The few activities these schools conduct to assess LEP students' content experience and knowledge in their primary language include:

- Transcripts: One school attempts to procure transcripts from Mexico for students who are new to the country, to ensure they don't repeat unneeded content classes.
- Primary language content tests: Another tests students in basic math skills before placing them.
- Contact with feeder schools: A few of the schools keep in close contact with feeder schools. Many of these feeder schools have excellent LEP programs and provide valuable advice regarding students' ongoing placement.

Many of the schools have testing centers where all the assessment for program placement is carried out. At three of these schools students do not begin classes until all of the assessment is completed and evaluated. This assessment is usually conducted and evaluated in a timely manner so that students are placed in the appropriate classes as quickly as possible. Aides trained in assessment techniques by the bilingual resource teacher

conduct most of the testing for initial placement. In a few other schools the bilingual resource teacher is the primary assessor for initial placement.

Almost everyone we spoke with is very satisfied with the process of initial assessment and placement. Only one informant expressed concern that the school's placement process takes too long so that students waste valuable learning time while they wait to be placed.

Recommendation: Schools should assess students in their primary language as well as English in both language and content skills in order to determine their most appropriate initial placement in primary language, sheltered or mainstream classrooms.

Ongoing Student Assessment

The ongoing assessment of students' progress is more comprehensive than that for initial placement. Some of the schools monitor many measures of student progress, while others consider only a few. This information is used to determine students' readiness to advance in ESL levels, for redesignation, content course placement, to decide which courses schools should offer in a given semester, and to determine if students need extra help such as tutoring.

A major component of ongoing assessment at most of these schools is formal or informal teacher observation. The other major component is written assessments in reading, writing, and basic skills. These are conducted in both English and/or the student's primary language, or one or the other depending on student's level of English proficiency. About half the schools monitor coursework progress by considering advancement through the curriculum, grades, and/or credit accrual in addition to the previously discussed assessment.

At most of the schools it is a primary responsibility of the bilingual resource teacher to monitor all assessment data for LEP students. At one school, paraprofessionals interview each LEP student approximately every four weeks. This provides a fairly accurate idea of how students are doing and alerts staff to any student problems or special needs. In schools where the LEP staff meets on a regular basis, staff use these meetings to assess the on-going progress of students through discussion with fellow program teachers.

Student Assessment for Redesignation

A very important use of the LEP assessment data is to determine when students are ready to move to an all English academic program, a process called redesignation. This decision can be critical to the future educational success of LEP students. Schools are eager to move students into the mainstream program as soon as possible. However, redesignating students before they are ready can be a prescription for future academic failure. Once students are redesignated they no longer receive daily instruction in English language development, and move into classes where all instruction is in English. Students who are redesignated prematurely may fall further and further behind in their studies. On the other hand, although the first semester is always hard for these students, according to informants, those that are truly ready will have caught up and be doing fine by their second semester in the mainstream program.

As noted in the section on program description, many secondary level students take all of their courses in the mainstream education program although they have not been redesignated. For the most part, informants feel that this is appropriate for most of these students because they are dominant English speakers. However, they are still officially designated LEP because they do not meet the basic skills criteria for redesignation. These

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criteria require a score above the 36th percentile in the basic skills included in the English language California Test of Basic Skills (CTBS). On the other hand, some informants were not as confident about this practice of redesignating students on the basis of their "speaking English". One program director said that premature mainstreaming is the cause of academic problems for many students. Only a few schools we visited required that students stay in the program as long as they are officially designated as LEP. At these schools, until students meet all of the redesignation criteria by achieving at the designated threshold level in basic skills tested in English, they are required to enroll in courses specially designed for second language learners taught by teachers with special expertise. This seems to us a prudent educational practice as long as these classes maintain the same high standards as mainstream courses.

> **Recommendation: The California Department of Education should develop and publish guidelines for the appropriate redesignation of secondary level LEP students. An advisory committee might be formed to recommend measures and achievement thresholds which would accurately indicate that students are ready to do all school work in English. Such guidelines should also include parameters for providing redesignated students with extra help and support for a specified and adequate amount of time after redesignation.**

The following are the principal areas of assessment and redesignation criteria used in the schools we visited:

- English oral testing. Most schools used the Language Assessment Scales (LAS) and required a score of 4 or 5 indicating proficiency. Others use the LAS, Bilingual

Syntax Measure (BSM), Idea Proficiency Tese II (IPT II), or the Secondary Level English Proficiency (SLEP) test.[10]

- Teacher judgement. In some cases this was a formal judgement based on teacher observation using the matrix of skills included in the Student Oral Language Observation Matrix (SOLOM). At one school, the teachers of students who are being considered for redesignation meet to make recommendations regarding the students' readiness. At another school students cannot be redesignated without the approval of three out of six of their teachers. At four additional schools staff teams make a final redesignation decision. These teams often include the bilingual resource teacher, a teacher, the site administrator, a parent, and sometimes the student and/or a counselor.
- Basic skills in English. The most commonly used test for measuring basic skills in English is the CTBS. Most of the schools use a passing criteria of the 36th percentile in reading, language, and math. At one school students could meet the CTBS criteria or pass the district proficiency tests required for high school graduation. Another school required that students meet certain criteria on both. Still another measured English reading and writing using the LAS test along with a district developed language assessment instrument.
- English Writing skills. Most schools evaluate students' writing skills using a writing sample. One school uses the district's writing competency test required for graduation.
- Coursework. Several of the schools consider a student's course grades as part of the

[10] The LAS, SLEP, and IPT II also have components which can be used to assess English reading and writing skills.

redesignation decision. One school requires a 2.0 GPA, another requires passing grades in all content courses, another requires "mastery" of the ESL curriculum, and one looks for "satisfactory" academic progress.

- Primary language skills. Only a few schools consider content skills in the students' primary language. Among the few that assess primary language skills for redesignation, one school considers a Spanish writing sample, one requires students to reach the 33%rd percentile on the SABE, one used the 36th percentile on the Spanish version of the CTBS, and one administered the BSM in Spanish as well as English.

> **Recommendation: Schools must assess students' language skills in each language in order to make the most accurate redesignation decision and avoid causing academic harm by redesignating students before they have the necessary intellectual preparation and English language skills.**

One-third of the schools monitor LEP students after they are redesignated. In one district the bilingual resource teacher monitors students' grades and attendance for one year after redesignation. Counselors at the school also monitor students' adjustment and refer students that need extra help for tutoring. At one school redesignated students who are having trouble are referred to the team that made the initial redesignation decision. The team reconvenes to consider ways to help the student. In another district, redesignation guidelines include strategies for helping students who experience difficulty in the mainstream program.

Recommendation: Every school and district should develop guidelines and procedures for monitoring and helping redesignated students. More than one informant said that even students who are ready for redesignation often struggle in their first semester or two in the mainstream. Building in some additional help for these students during this first year might contribute to their immediate and long term success in the all-English program. For example, a school might have after-school sessions for these students and provide extra help before redesignation through Transitional or Advanced ESL classes as some project schools do. It would also be useful to evaluate over a period of time the efficacy of different approaches to providing extra help for these students.

People we spoke with at these schools offered a range of opinions regarding the redesignation process. Informants' caveats and comments included:

- Exiting the program too soon is detrimental to students' future academic success. Although the first semester is always hard for redesignated students, those that are truly ready adjust by the end of the first year in the mainstream program.
- In one district with many bilingual teachers, informants say that redesignation is not particularly important since both LEP and students who were once LEP and have been redesignated as FEP (fluent English proficient) take classes in both English and Spanish depending on their need and ability.
- At some of the schools, informants are satisfied with the guidelines for redesignation, but noted that sometimes these are not followed.
- At one school, counselors often move students into the mainstream before they are

ready, which is frustrating to those who work with the LEP students.

- One school plans to add work samples and consideration of grades to test-based redesignation criteria in order to make better redesignation decisions.

Recommendation: Several schools have transitional programs or classes to prepare advanced ELD students for the all-English program of instruction. Schools must guard against these courses becoming a remedial track from which these students never exit. Schools must establish guidelines regarding student preparation for the mainstream and limits on the amount of time students can spend in these programs. In at least one school in our project, informants were concerned that students were staying in these transitional programs too long.

MASTER SCHEDULE

The program director at a large urban school noted that the master schedule is a reflection of a school's priorities. The program aspects considered first in devising the master schedule reflect the values and attitudes of those running the school.

Designing the master schedule is a complex task that is fundamental to the proper functioning of any secondary school. Some of the schools we visited have devised ways to deal with the complexities of the master schedule and others are still grappling with solutions. A few have intractable problems caused by inappropriate district and school policies.

Several of the schools avoid master schedule problems by hiring adequate staff in all subject areas who are trained to teach LEP students. This allows them to adjust to the changing course needs of LEP students and to fluctuations in the numbers of these students. For example, a school with several bilingual math teachers, can assign these teachers to primary language algebra, geometry, trigonometry, etc. according to the need for these courses each semester. Informants at one school commented that this is the great strength of their program and the underlying characteristic which makes the program so successful. The principal of another school said that he is looking forward to even more flexibility among his staff because all teachers in the district are now required to take LDS training. Several other schools minimize master schedule problems by planning first for the LEP program, and building the rest of the courses around it.

Informants from four schools commented that staff collaboration on the master schedule helps them avoid many scheduling problems. One school has a curricular committee which collaborates with the staff to plan for LEP courses. The school also uses

the CCR[11] and PQR[12] reviews to help them plan what courses and programs to give scheduling priority.

One program director said that they avoid most scheduling problems by designing several alternate master schedules to meet a variety of contingencies. Also, they "borrow" teachers from other departments to teach the LEP classes if absolutely necessary. However, this same practice of using teachers from various departments to teach LEP classes has created a serious problem at another school (see below).

A few schools have an ongoing lack of adequate numbers of qualified staff, which causes scheduling problems. A recurring problem at other schools results from poor planning. At these schools the administration plans for fewer LEP students than enroll year after year. Informants are frustrated by this problem because of the school's and/or district's refusal to respond to this long term trend. The problem is that the district uses spring enrollment numbers to plan for the fall. Not only are there more students in the fall than the spring at these schools, but LEP students continue to enroll during the first few weeks of school and "trickle in" during the rest of the year as well. By mid-year, classes are overcrowded and some students are denied access to these classes. At one school this is a particular problem in ESL I classes because the students who continue to arrive during the year are often the newest English learners. At one school the result of this scheduling

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[11] Coordinated Compliance Reviews, CCRs, are reviews of all categorical programs, including LEP/EIA, conducted by the California Department of Education every three years. The reviews are meant to alert school districts to areas of program weakness, and to help them improve in these areas. If districts repeatedly fail to comply with state and federal regulations as indicated by a CCR review, there may be consequences such as loss or reduction of funding.

[12] The PQR, Program Quality Review, is a district self-review which the CDE requires all schools in the district to conduct every three years. The schools use the results of their review to formulate school plans. These school plans must be turned in to the CDE. Schools reevaluate the plans yearly to identify areas for improvement.

practice is that each year non-ESL teachers must "pick up" an ESL class. This means that many of the school's LEP students are taught by untrained teachers who are often reluctant to teach them. LEP teachers feel this results in unequal educational opportunities for these students. From a pedagogic standpoint it is evident that this is not an optimal situation for student learning.

One school meets the needs of LEP students when there are too few of them to schedule a class section by creating a "class within a class." Students are placed in a related class with a trained bilingual teacher, where they work independently and with the teacher on the desired subject matter. For example, as noted earlier, LEP students are taught trigonometry within a bilingual algebra classroom where the algebra teacher gives trigonometry instruction in a small group. Similarly, at two schools when only a few students need a literacy class, students are placed in a Spanish language arts class and work with the teacher and an aide in a small group or one-on one. Finally, the principal of one school sometimes schedules a class for LEP students with only 20 enrollees because of her commitment to a challenging curriculum for these students.

> **<u>Recommendation</u>: Districts must use planning strategies which are more realistic and which do not lead to the overcrowding we found in several schools' LEP programs.**

The director of one program had several comments about the role of the master schedule and how problems might be solved:

- LEP students might benefit more from placement in a class with 53 students and a trained teacher, than from placement in classes of approximately 30 students with an

untrained teacher.

- When LEP students are a significant percentage of the school's population the LEP program should have absolute first priority in the master schedule.
- The master schedule can destroy a program by building in so many conflicts that it cannot be fixed.

<u>Recommendation</u>: Schools should plan their programs for LEP students first, and build the rest of the courses around this schedule. Several informants noted that this strategy allowed them to take best advantage of their staff and other resources.

SCHOOL ORGANIZATION

Schools we visited are organized in several different ways.

Subject area departments. The majority of the schools we visited are organized into subject area departments which include primary language and sheltered instruction content classes for LEP students. For example, sheltered instruction and primary language science are part of the science department. In most of these schools ESL classes are part of the English department.

Informants explained why this type of organization works well for their schools. It allows teachers to set the same standards for sheltered instruction content, primary language and mainstream classes, and ensures that every department addresses the needs of the LEP students. At schools where teachers teach both LEP and mainstream courses, teachers do not have to be part of two departments.

However, informants also mentioned problems with this type of organization. At one school, the program director said that ESL is the stepchild of the English department. It has less status, fewer resources, and is given lower priority than "regular" English classes. At another school some departments are characterized as being "politicized in counterproductive ways." For example, one department chair refuses to offer advanced classes for LEP students even when there is a trained and willing staff member to teach the class.

At one school this traditional organizational design is the source of considerable dissatisfaction among ESL and LEP content teachers as well as some administrative staff. The ESL and LEP teachers at the school have lobbied unsuccessfully to form a separate department to focus on the needs of LEP students. They believe a separate department

would promote contact among LEP teachers, help address the needs of the LEP students more directly, and give them more power to take necessary action to provide these students with a quality program.

Subject Area and ESL Department. Two schools have separate ESL/ELD departments, although the content classes are part of the subject area departments. Informants at these schools like the arrangement and report that a separate ESL Department supports equal status for ESL.

Families/Teams. Several of the schools are organized into interdisciplinary teams or families of students and teachers. All of the schools have a separate family for second language learners. This type of organization facilitates a focus on the students in the family and their specific needs; builds in time for colleagues who work with these students to share ideas and work closely together on curriculum, methods, discipline and the other program factors; and creates a sense of belonging and working together among students and teachers. A caveat given by a program director at one school was that it is important for LEP students to take at least one class outside of their team in order to broaden their academic opportunities and to have exposure to other students.

LEP Program Department. Just two of the schools have separate departments for the LEP program which include ELD as well as sheltered and primary language content classes for LEP students. At one of these schools this is a new arrangement and is working well. Some LEP teachers had initially opposed the idea and feared that it would lead to their marginalization but this has not occurred. The other school has had this type of arrangement for a longer period of time and is very satisfied with it. Informants said that a separate LEP department contributes to equal educational access for the LEP students because they have a separate department devoted to their needs.

Recommendation: Schools and districts should let staff make decisions regarding the creation of an ESL or LEP department within the school. We also recommend that schools look at some type of organization that specifically addresses the needs of LEP students, such as a LEP or at least an ESL department, in order to focus teachers and administrators on the specific program needs of LEP students. Conversely, schools organized into subject departments that have no LEP teachers in certain subjects, such as science, are certainly less likely to focus on the science needs of these students.

EVIDENCE OF SUCCESS

We found the program area of evaluation of success to be problematic. We asked schools for data to support informants' views that their LEP programs are successful. The data we received was inconsistent across schools. Some measures which schools use to determine the success of their LEP programs are: redesignation rates, graduation and attendance rates, anecdotal comments from students and parents, rate of college attendance for graduates, credits attempted and completed, grade point average, and portfolio assessment. A few schools also considered test scores in their evaluation of the success of their programs for LEP students.

The data schools provided us often did not seem to be a complete measure of a program's success. For example, graduation rates are important, but what are the standards for graduation and what skills do the graduates have? What happens to them afterward? On the other hand, college attendance rates are not meaningful unless we know how many students successfully complete high school.

How a school can and should evaluate the success of its LEP program is a complicated and emotional issue. Traditional measures such as commercial tests are often not appropriate for evaluating LEP and bilingual students. For example, the CTBS assesses students' basic skills in a number of areas. However, since the test is in English it is clearly not an appropriate measure of basic skills for students who are not yet English proficient. According to some teachers we spoke with, the SABE, which is a standardized test of basic skills in Spanish, is limited because it does not reflect what is taught in California schools.

Teachers and others feel that these standardized measures don't provide them

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information which will help them improve the program for LEP students. Furthermore, as was pointed out in the California Tomorrow report, The Unfinished Journey: Restructuring Schools in a Diverse Society,[13] educators often feel that test data and other measures which are inappropriate for assessing LEP students will yield faulty information about their success; further, these measures are sometimes used "against" LEP students and programs to "prove" that they are not successful or to undermine programs.

> **Recommendation: Districts must develop appropriate, consistent and meaningful assessment of their LEP education programs. Such evaluation can help staff identify the program areas on which to concentrate their improvement efforts and would highlight successful practices. We wonder why districts don't take more of an interest and a role in helping individual schools determine the success of their programs. Other than data collection which fulfills requirements in order to continue state funding for LEP/EIA and other programs, districts that we observed do not evaluate their LEP programs in a consistent and meaningful way.**

Finally, all of our informants feel that their programs are relatively successful based on their on-going observation of students and on the data which they view as indicative of success. At the same time, most say that there are aspects of their programs needing improvement. One informant in a school with a comprehensive LEP program said that despite their success, there are still "too many failures due to absenteeism, pregnancy, the

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[13] Laurie Olsen, et.al., The Unfinished Journey: Restructuring Schools in a Diverse Society (California Tomorrow, 1994), p. 291.

economic needs of students to work in order to help their families, and drugs and alcohol."

Recommendation: The California Department of Education should establish an Advisory Board to explore meaningful standards and measures for evaluating all areas of schools' programs for secondary LEP students and for making this data accessible and comprehensible to teachers. The Board might be similar to the group convened by the California Department of Education to address the issue of teacher shortage. It should publish recommendations in a document similar to the one produced by this advisory board, called "Remedying the Shortage of Teachers for Limited-English-Proficient Students."[14] Some questions such a group might consider are: What are appropriate measures of success for these programs? For those that run the programs, what kind of information would help them create the best programs possible? How could schools and districts conduct such evaluation and compile data in a relatively easy and cost effective way? How can such evaluation be viewed as a positive tool for reforming and improving a program rather than a punishment which shows up failure and inadequacy? The Board should establish a relationship with testing experts to begin to collaborate on a commercial test or tests that are appropriate measures of California's LEP students' skills in a number of areas including English language skills and content knowledge.

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[14] California Department of Education, Remedying the Shortage of Teachers for Limited-English-Proficient Students, a Report from the Task Force on Selected LEP Issues (1991).

Recommendation: A "recognition award" should be established by the California Association of Bilingual Education (CABE), or other appropriate professional teaching organization. The recognition would be awarded annually to a school or schools that provide the best program(s) for secondary level LEP students. To begin with, the award might go to schools that provide the fullest access to a complete curriculum for these students. Eventually other measures of success might be considered as these standards and measures are developed by the Advisory Board mentioned above.

Recommendation: Schools should conduct an ongoing comparison study of the success of LEP students who are mainstreamed and those that are in an LEP program in order to ensure that mainstreamed LEP students do not need sheltered or primary language content instruction. It is important to evaluate how well LEP students are achieving as compared to students whose first language is English in order that schools rectify any educational inequities between the LEP and regular school programs.

FUNDING

General Fund monies are the principal funding source for LEP programs. These funds pay teachers' salaries, materials, and the other basics of the LEP program. All of the schools we visited also receive funds from the state EIA/LEP program. The EIA/LEP monies generate approximately $250 per LEP student per year and are supplemental funds for buying resources above and beyond the base program.

Schools spend their LEP/EIA monies on a range of human and other resources to enhance their LEP programs. Most of the schools spend some or all of their LEP/EIA funds to hire instructional aides. Other uses of these funds are:

- Hiring additional personnel such as a resource teacher, a counselor, or a bilingual clerk.
- Paying teacher stipends.
- Providing a LEP student assessment program.
- Training teachers in the skills they need to work effectively with LEP students.
- Sponsoring staff to attend professional conferences.
- Purchasing supplemental materials.

Five of the schools have additional funding from a Title VII grant. In fact, one school had two such grants. Title VII monies were used to fund a variety of program components including:

- Staff training to develop a portfolio assessment program.
- Salaries for two instructional aides.
- A home/school liaison for the district.

- Half the salary of a bilingual counselor.
- Development of a district-wide ESL writing program.

Six of the schools use Chapter 1 monies to fund part of their LEP program. Two said that they use the funds for LEP students who are in the mainstream program. Another said they use this money to contribute to teacher stipends.

Migrant Education funds are a factor in financing programs in three districts. Two of the schools use the funds for a district migrant liaison and leadership training for migrant students. At two others some of the funds support a Bilingual or Migrant Services Center. One was principally an after-school homework center where the migrant teacher works with students on study skills and helps with their homework. The other school's center combines a variety of services for LEP and/or migrant students including counseling and assessment.

Two of the schools have additional funding sources. One has a state Language Arts Demonstration Grant, another has a private grant to create a pilot school-within-a-school with LEP and non-LEP students, and one has a SB 1274 State Restructuring grant.[15]

The majority of these schools have staff that apply for all possible sources of funding. Sometimes it is the teachers themselves who apply for funding for a particular project, and sometimes teachers generate the ideas and district personnel apply for the money. These teachers and other personnel think creatively and expansively about how to fund programs that they believe in. Some of the schools also combine their funding from several sources for a particular program aspect. For example, the Migrant/Bilingual Services Center at one

[15] Senate bill 1274 took effect in January of 1991 and funded a demonstration program wherein schools could apply for funds to restructure their programs. Key areas must be addressed in their restructuring plans: instruction, curriculum and assessment, post 10th grade options, new roles for teachers and parents in governance, and technology. Schools are also encouraged to innovate beyond these basic areas. From The Unfinished Journey: Restructuring Schools in a Diverse Society, pp. 24-25.

school combines services for LEP students and their families including assessment, counseling, and referral to social services agencies.

One third of the schools have funding which they characterized as "adequate" or "fine". The bilingual director at one of these said that the funding for the LEP students is no more nor less adequate than for other students at the school. Another commented that the LEP program is the best funded program at the school and that teachers in the program have autonomy over how these funds are spent.

Informants from six of the schools said that they need additional funds for program improvements. Reducing class size is the top priority for five of these. Some of the schools would also like extra funds to purchase more materials appropriate for second language learners. Some informants would buy computer hardware and software for LEP students and teachers if they had additional funds.

PROCESS TO DESIGN AND IMPLEMENT THE PROGRAM

Most of the LEP programs in these schools were initiated between 1979 and 1983. One district in a bilingual community near the border with Mexicali has had programs in its schools since 1971. The impetus to begin serving LEP students in another district came ten years ago. However, the district didn't develop a comprehensive curriculum for LEP students until a few years ago because the original attempts to develop a program were unsuccessful.

The initial motivation for the programs varied among these districts. No matter what the initial impetus, in most cases an individual or group that was passionate about improving education for LEP students was determinant in the process. Sometimes these individuals provided the original impetus to the program, and sometimes they carried out what was initiated in some other way.

A State Coordinated Compliance Review was the impetus at three schools. At these schools the currently existing programs for LEP students were begun after an unfavorable Coordinated Compliance Review (CCR) from the state. These schools were found to be out of compliance in a number of program areas. One informant said that the unfavorable CCR gave local staff influence with the district to make changes in those areas that were most out of compliance. In one of the districts, staff used the CCR guidelines as a framework for designing a program.

Recommendation: At schools where teachers and/or parents are concerned about the lack of services for LEP students and where administrators have

not responded to attempts to try to provide access for these students, we recommend that these individuals file a formal complaint to the office of complaints at the CDE. The complaint will be investigated and may trigger a CCR review which otherwise take place only every third year. The review will identify areas of the program which need improvement and will alert district and school administrators that the needs of these students must be met.

Title VII grants were the program catalyst in some schools. Four schools' informants said that Title VII grants, usually in combination with other motivating circumstances, were fundamental to the development of their programs:

- A Title VII grant allowed one school to hire bilingual staff and begin to build an appropriate LEP program after an unfavorable review. A subsequent training grant to the same district resulted in the pool of well trained teachers currently at the school.
- Another school used a Title VII grant to initiate a program for LEP students which was developed into the current program by a dynamic Latina principal. This principal made the program for LEP students a top priority and worked closely with the Chapter 1 and LEP coordinators to implement change. Although the principal is gone, the same Chapter 1 coordinator remains at the school. She currently collaborates with a group of teachers to maintain the school's strong LEP program.
- A third school was subject to a consent decree resulting from a lawsuit over the denial of education to LEP students in the district. A later Title VII grant was extremely important in developing a program to meet the long-term unmet needs of

these students. A major outcome of the grant was the emergence of a group of new leaders of the LEP program. These leaders came to the fore through the process of curriculum development that was part of the Title VII project. The current program is the result of these and other teachers "pushing relentlessly from the bottom" for improvements.

- In a fourth school a Title VII teacher-training grant that had been unsuccessful began to improve when a new bilingual director organized the training program and initiated a LEP Task Force to identify problems, solutions and timelines. The Task Force has been key in the implementation of change.

Legislation was sometimes a program impetus. Informants from two programs said legislation was the major impetus. In one case it was the earliest Chacon bill in 1971 and in another the more comprehensive legislation of the late seventies encompassed in AB 507.[16] In the former district teachers have been key motivators to the continuing evolution of the program. For example, the addition of sheltered instruction courses to the program resulted from an assessment of teachers regarding their training needs. The sheltered instruction strand of the program has grown as teachers gain expertise in sheltered instruction techniques. At another school in this district teachers initiated a school-within-a-school model for which they received a grant. Their goal was to overcome some of the shortcomings they perceived in the standard middle school model.

[16] AB 507 was a reauthorization and expansion of a previous bilingual bill which provided guidelines for setting up and maintaining programs for LEP students, particularly in the elementary school grades. Among the program areas the bill addressed was teacher training, ELD and content instruction, assessment, and redesignation.

Individuals or groups initiated some of the programs. At some of the schools, a person or persons saw the need for an appropriate program for these students and set about to fulfill it. For example, one informant describes the school program as being "completely site generated," with only minimal support from the district. At this school an ESL teacher began the work to add a primary language component to the existing ESL program. The momentum of this program continues to be site focused. Teachers in the program said that the school and district leadership trust in the expertise of the teachers and believe that they can make the best programmatic decisions. Therefore, these teachers are given autonomy over the program and its budget by school and district administrators.

In one small district the secondary LEP programs were initiated by a teacher/administrator who saw the need for a program for these students. During the first few years of the program, this leader established an infrastructure of knowledge and support at the sites. Fortunately, those who have succeeded this individual have continued to provide LEP programs with the same level of support. More recently, the district initiated an ESL writing program designed to improve LEP students' language skills and ease their transition to an all English program of instruction. The districts' ESL teachers along with the district bilingual resource teacher designed the program and applied for the funding.

A principal initiated the program at one school site. He saw the need to serve LEP students and recruited a bilingual teacher who started a program at another school. The curriculum for LEP students grew from an ESL program with a half-time bilingual pull-out teacher, to a comprehensive program including sheltered and primary language content, thematic planning, team teaching and many other features designed to provide an excellent education to LEP students.

At another school the principal began a process of "rethinking and replanning" the

program for LEP students two years ago. Important changes include the articulation of the middle school program with the elementary feeder schools, and a new policy of retesting all students in order to determine their educational needs. The result is a much more effective and comprehensive program for LEP students.

OBSTACLES TO IMPLEMENTATION OF PROGRAMS FOR LEP STUDENTS

We asked informants about problems they encountered as they started implementing a program for LEP students, ongoing problems, and strategies for correcting both. Sometimes it was difficult to distinguish between "original" and "ongoing" problems. In some districts the problems they were grappling with at the time we visited were the same issues they encountered as they began implementing their programs years earlier.

It is of note that virtually all of the obstacles schools encountered as they set up programs for LEP students fell into two general categories. These might be described as teacher training problems and attitude problems. The most prevalent obstacle schools encountered seemed to be the shortage of appropriately trained teachers to meet the needs of LEP students. (For a discussion of the issues in regard to staffing please see the section on Teacher Training and Recruitment, pages 33-40.)

In many of these districts some staff and community members oppose special programs for LEP students. Some teachers resent retraining requirements necessary to a program's successful implementation. Others don't believe in special programs for LEP students, particularly those which include primary language instruction. In other school districts negative community attitudes toward immigrant and LEP students and their families is the problem.

Schools use various approaches to address problems of negative attitudes and resistance to the program for LEP students:

- LEP students' success. Supporters of the program at one school were able to gradually convince teachers of the program's effectiveness based on the increased success of LEP students.

- Transfer of unwilling teachers. The administration of another school transferred teachers who did not support the program and replaced them with bilingual teachers.
- Community education campaign. One school district directed a long-term campaign to educate the community regarding the LEP program. The same district encouraged and facilitated the involvement of parents throughout the district in decisions regarding the program.
- Training to counter racist attitudes. In one community where anti-immigrant and anti-bilingual sentiments are widespread, teacher training often focuses on eradicating such feelings and attitudes.
- Grassroots activism. In a district where the school board and Superintendent were the problem, grassroots efforts of the community resulted in the election of a new school board and hiring of a new superintendent.

Other problems which informants noted and which have not been discussed in other sections are:

- Difficulty in finding enough primary language and sheltered instruction materials for second language learners. One informant said this was a particular problem with math materials. Although they have translated some materials at this school, they say it is too costly and time consuming to be a viable long term solution.

Recommendation: **The California Department of Education or other appropriate agency such as a university, should initiate a clearinghouse of materials for secondary LEP classes. We found some schools have spent a great deal of time and money translating materials, and might be willing to**

share this work with other districts. A clearinghouse could include teacher comments regarding the strengths and weaknesses of particular materials. This approach might also stimulate publishers' interest in translating and developing additional materials.

- Some of the LEP students currently enrolled in a few project schools have lower levels of literacy than in the past.
- The school day is too short to provide adequate time to teach a comprehensive and rich curriculum to LEP students.

<u>Recommendation</u>: Schools should use some of their resources to extend the school day and year to help LEP students meet their double learning challenge of gaining English proficiency and learning the subject matter. Several of the schools in our project did this and felt that their efforts were a great help to their LEP students. Title VII grants and/or restructuring grants might provide seed money for this extended learning. Schools could also combine monies from current funding sources such as LEP/EIA and Migrant Education to do this, as we saw at some schools.

- It is difficult for schools to maintain the momentum for change after initial problems have been addressed.
- Districts and schools must learn to strike a balance between supporting teachers and overwhelming them with information and requirements.
- Administrative support for the LEP program "comes and goes with each new

principal."

- Transiency is a problem at some of the schools in poor urban areas where families often move due to economic need to follow scarce jobs. In one community transiency among affluent Asian students is high as parents transfer children among schools according to folklore regarding the current "best" program.

Migrant students are a major part of the LEP population at some schools. Although migrant students miss many weeks of school each year, most of these students return to school and their missed weeks follow the same pattern year after year. School personnel with whom we discussed migrancy said that the pattern of missed school is very predictable: several weeks at each end of the school year and often several weeks around December and January.

Recommendation: Schools where this pattern of absence is well-established should devise a schedule to accommodate these students' learning, coupled with more intensive learning opportunities when students are present. One possibility is a "track" that accommodates their migrancy pattern. One school we observed has adapted their year-round schedule to the students' migratory pattern, and intensifies migrant students' instruction through a tutoring center and after school Homework Center. The principal of this school said that the Center makes a big academic difference for these students.

STAFF SUGGESTIONS FOR PROGRAM IMPROVEMENTS

In addition to problems discussed in the previous section, staff identified the program areas at their schools which they would like to improve. These comments were made separately from what staff said when we asked them about obstacles and problems in regard to their LEP programs. We summarize them here as examples of the issues that those who work with LEP students on a daily basis are struggling with, as well as our informants' priorities for improving LEP education programs at their schools. This section is a synthesis of the suggestions for improvement which have not been mentioned in other sections.

Several people we spoke with were concerned regarding the overall program for LEP students at their schools. Improvements that staff would like to make are to:

- Raise expectations for LEP and all students and provide adequate support for those who aren't yet up to the level of those expectations.
- Improve achievement for these students and measure this achievement in a meaningful and on-going way.
- Develop a framework of expected outcomes that students will achieve by the time they complete a school's program.
- Provide more articulation between feeder schools and more accountability for LEP students across schools within the district.

Many comments focussed on the need to increase the numbers of appropriately trained teachers and improve all teachers' skills for working with LEP students. Staff suggestions for improvement in this area are all included in the section on Teacher Training and Recruitment; see pages 33-40.

The need to improve the curriculum for LEP students was the focus of many comments. Curricular improvements which might provide LEP students more equal access are:

- Offering more diverse classes taught by appropriately trained teachers, including more advanced content classes in the students' primary language and sheltered instruction. There is a particular need for such classes in science and math.
- Providing more sections of Spanish language and literature to further develop students' native language writing and reading skills.
- Offering more classes for juniors and seniors. Currently, many LEP classes are concentrated in the first two high school years.
- Allowing LEP students more time in their school day to take both required and elective subjects.

Teachers we spoke with want to improve their programs by better meeting the needs of particular groups of LEP students. These students include:

- Underschooled students and low achievers.
- LEP special education students.
- Students who are no longer in the LEP program but still need some help with academic English.
- LEP students who need academic and personal counseling.
- Students who cannot "make it" in the regular high school due to personal issues such as parenthood and economic need. For example, one school has an excellent on-campus program for drop-outs which does not serve LEPs. Informants point out that adult school is too impersonal an environment for these students, but they have

nowhere else to go.

Recommendation: School districts must provide access to special programs for LEP students who have dropped out or are in danger of dropping out of school and for secondary LEP students who have large gaps in their schooling. Although the latter group did not account for a large percentage of the students at any of the schools, none of the staff we spoke to were satisfied with the current strategies for educating these students. In regard to dropouts, only one of the schools we visited had a program for these students at the alternative high school. Schools must be careful however, not to warehouse LEP students in alternative programs that do not provide them adequate learning opportunities.

Some schools would like to improve human relations: among LEP and other students, between the school and the community, and within the school and district staff. They want to find ways to bring the students together and increase positive contact between LEP and English speaking students as well as LEP program and mainstream teachers. Two strategies informants suggest for increasing this positive contact are that schools provide release time for teacher-student conferences, and establish a home-room model where the students and teachers see each other every day for 20 minutes in a small class which allows more 1-1 attention.

Schools want to increase the self esteem of LEP students and provide more equal status for their language and culture by:

- Increasing the number of multicultural student assemblies.

- Celebrating other cultures more often and more meaningfully.
- Including more activities to promote cultural pride.
- Providing help for students who identify with neither U.S. nor Mexican culture but are somewhere in between.

Informants say that they lack adequate teaching materials and assessments for LEP students. They want to:

- Develop additional literature based language materials for LEP students.
- Acquire more and higher quality textbooks for primary language, sheltered, and ESL classes, and avoid the current problem of teachers spending too much time collecting and translating materials.
- Find tests in English and Spanish which are parallel in the skills and knowledge they encompass.
- Develop an "admissions test" in Spanish for all students who come to high school to determine proper student placement in content and ESL classes.

GOOD PRACTICE STANDARDS AND EXAMPLES

This section is a compilation and summary of program practices and aspects which the individuals we interviewed feel are the most positive and successful elements of their programs. (For a list of abbreviated descriptions of each of the innovations and good practices we observed, please see Appendix II.) We include here some unique program aspects that seem to work, as well as common practices used in a new way. In some cases the innovative practices are in place and contributing to the success of the program, and in others the practices are still evolving. Some of the innovative practices successfully address problems but create others.

The decision regarding which practices and program aspects to include in this section is subjective. We include practices which are designed to improve the educational opportunities and achievement of LEP students and which contribute to equally high program and achievement standards for all students. We also include standards and practices which are characteristic of the "best" programs we encountered. These practices might be "system-wide" or they might be small innovations that solve discrete problems. With these criteria in mind the following section describes some program aspects which we thought it important to document:

- A commitment to do whatever is necessary to meet the education needs of LEP students. An important element of the success of several programs is not an innovative or unique practice, but a district's or school's fundamental attitude and philosophy. One aspect of this attitude is a school's willingness to look for what is not working in a program and think creatively and productively about how to fix it. Also important is a district's view that

LEP students are as capable of learning and succeeding in society as any other students. Staff with these views work toward the goal of establishing for all students the same standards and the same curriculum delivered in an appropriate mode. These districts make extraordinary efforts to design appropriate policies to obtain and retain the teachers, materials, training, funds, and other resources necessary to ensure this equality for LEP students. They reevaluate their programs in an ongoing way as a matter of course and make changes as they are needed in order to ensure high quality programs for all students. They monitor students' progress and success and amend the program accordingly. When students are not succeeding, rather than "blame the students" they decide what needs to be done educationally, and set out to do it.

- Strong support for an array of policies which contribute to the hiring and training of qualified teachers. Some schools made extraordinary efforts to recruit and train teachers to work with LEP students. In addition to the widely used methods of recruitment at colleges and conferences, teachers were recruited from Latin America, from neighboring districts, from the pool of bilingual aides, and from the student population. These districts also provided extensive teacher training opportunities, both on and off campus, through County Offices of Education and universities, and sometimes including in-class mentoring. In addition to LDS and BCC training, training topics are diverse and often based on teachers' requests. These districts offer teachers incentives to increase their skills through stipends, test and course fee reimbursement, and release time. A few districts provide training and incentives for aides as well. They also have hiring policies which strongly favor bilingual and LDS teachers and protect them from transfer and/or layoff. Finally, some districts require LDS training for all teachers.

- A relationship of mutual respect and collaboration among program staff. We found that several of the best schools have particularly positive working relationships among staff who work with LEP students. They also have key staff leaders who are actively supportive of the school's LEP program. School leaders could be teachers, administrators, resource teachers or some combination of these, working with school staff and sometimes district teachers. Each of the leaders has a role in helping the program progress and complementing the work and thinking of the others.

- Staff members from the same community and background as the students. Another element that we found in several of these programs was key staff members who had grown up and remained in the community. These individuals included district administrators, counselors, teachers and site administrators. Their understanding of the community and the trust this engendered in students and their families was a powerful tool in building a positive mutual relationship between the school, the students, and their families. These individuals are extremely dedicated to the belief in the abilities of LEP and other Latino students. They recognize that the families of these students want to be involved in the schools and pursue ways to facilitate this. They believe that problems they encounter within the program can and must be solved. These teachers often assume an informal advocacy role on behalf of LEP students and their families.

- A commitment to hiring bilingual school staff in addition to teachers. These programs devote planning and resources to ensuring there is well trained personnel for all aspects of a program for LEP students. This includes teachers, instructional aides, counselors, and tutors among others. One school which could not find qualified bilingual

aides developed an innovative student assistant program to address this need. Please see discussion of this program on page 43.

- "Family" organization has brought program improvements. Several schools achieved improvements in staff communication and program effectiveness by organizing teachers and students into teams or families. In all of the schools, team teachers meet regularly to discuss the program and students. Teachers say this helps them provide a better education to the students since they have a more complete and on-going picture of students' progress in all areas. It has also helped them establish collaborative relationships with their colleagues. All of the schools that use this team approach say that it is a strength of their program. Students' self esteem, sense of belonging to a school, and overall school success benefitted from this team approach, according to teachers at these schools. Some of the schools that have restructured into a year-round schedule offer classes for LEP students during the intersessions. These classes provide the students the opportunity to take courses which they cannot fit into their schedules during the regular school year because of ESL requirements.

- Program access and a rich curriculum for LEP students. A commitment to provide access to the same curriculum and set the same high standards for LEP and non LEP students was evident at these schools. Few of the programs have achieved this goal but several are making ongoing efforts to this end. These schools make special efforts to provide access to all classes LEP students need, including advanced classes in all subject areas. They do this by hiring and training adequate numbers of teachers in all subject areas. They also find ways for students to take classes when there are not enough pupils to

generate a course section, by providing a section for only 20 enrollees, or placing small groups of students in classes where they receive small group instruction from the bilingual teacher in the desired subject area.

At one school the ESL teachers wanted to ensure that LEP students learned a wide range of language skills in the ELD program in order to facilitate their transition to an all English curriculum. The teachers designed an ESL program which incorporated advanced language skills, including writing into the ESL curriculum, and secured a grant to establish the program.

Staff developed a wide variety of sheltered instruction content offerings at a school where the students speak many different primary languages. The school offers fifty sections of content and elective classes including Fashion Design, Foods, and Economics. All of the courses meet graduation requirements.

They were able to develop this extensive sheltered instruction curriculum by recruiting the most qualified content teachers to take LDS training. The result is that the quality of the teaching staff in these classes is the best the school has to offer. The ESL curriculum at this same school includes three different levels of advanced ELD courses, all of which meet college entrance A-F requirements.

Unfortunately, however, only a few of these sheltered courses are science, math, social studies, and other content classes that meet A-F requirements. Personnel at the school must take steps to ensure that the sheltered track not become the "dumbed down" track.

Another school offers three levels of Spanish for Spanish speakers, including a Chicano literature class. The Spanish language arts classes mirror the skills taught in the English language arts courses including a focus on a structured writing process. This focus

on writing was evident in the high quality of the student writings we read during classroom observations. One school has developed a new combined Math and Science curriculum that is offered in English, Spanish and sheltered instruction.

One school in an agricultural community includes vocational education in its bilingual offerings. Their Agricultural Sciences program focuses on skilled and professional agricultural jobs rather than on traditionally low-paying work. Another school offers a Tech Prep program in English and Spanish in collaboration with local businesses. Students who complete the program receive certification for their skills which indicate if these skills are bilingual or monolingual.

> **Recommendation: Districts must ensure that LEP students have access to excellent School to Work and vocational programs. The CDE should publish guidelines and/or suggestions for how schools might do this as part of their ongoing efforts in this area. Policy makers, advocates, and researchers should address the issue of LEP access to these programs.**

- Schools endeavored to include parents in the school community in a meaningful way.

Staff at several of the schools feel they can achieve better results for LEP students if they involve parents in the school and their children's education. One of the schools provides on-going parent training on diverse topics that the parents help select. At the same school each LEP teacher establishes a relationship with a selected LEP family through regular home visits and calls. Staff say that students in the program are improving their attendance and GPA. At one school where the students speak many different primary languages, the school sponsors a multilingual newspaper entirely written and translated by students. At one

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of the restructured schools each team sponsors fundraisers and other activities. LEP students and their families are very involved in these activities. Some schools provide Adult Education classes for parents on the school campus. At schools with Bilingual Centers these Centers serve as informal and formal meeting places for students, their families, and staff. The Centers are safe places for the LEP students and their families and create a focus for assessing and meeting the needs of the community.

In some instances the Centers were created by combining resources such as LEP/EIA and Migrant Education funds, and provide services such as tutoring, assessment and counseling for these students. (See section on Family Involvement, pages 29-31.)

- Schools ensure that LEP students participate in extracurricular activities. Participation of LEP students in extracurricular activities was an area of extra effort and success for some schools. Examples are speech and debate teams in both Spanish and English, student clubs that focus on multicultural issues, and leadership programs designed for students from poor backgrounds and for those who don't speak English.

- Schools provide extra time for LEP students to learn English and the other subjects. Several of the schools we visited offer programs for LEP students which "intensify" their learning opportunities. These extra learning opportunities include extended day and lunch hour tutoring by peers, paraprofessionals or teachers, an after school program where students receive homework help in a safe, quiet environment, and summer or intersession classes. All are well attended by LEP students. They are designed with the needs of these students in mind. For example, they might offer electives which LEP students cannot fit into their regular schedules because of ESL requirements, or provide additional advanced

ESL learning opportunities to LEP students.

- These schools look for ways to provide LEP students with special services. One school has developed a GATE screening process appropriate for second language learners. The school uses the funds for the GATE LEP students to provide them supplementary equipment and materials in their classrooms. ESL teachers at another school developed their own screening instrument of students' English skills. The test grew out of the teachers desire to more accurately determine the appropriate ESL placement of LEP students and to pinpoint needs of individual students.

CONCLUSION

The districts that participated in this project are exemplary in that they are constantly looking for ways to provide an appropriate education to their limited English proficient students despite an array of difficulties. Their challenges include teacher shortages, lack of materials, and sometimes, negative community attitudes. These exemplary schools provide comprehensive English language development opportunities for LEP students and most offer the basic curriculum in a mode of instruction appropriate for LEP students as well.

However, even these programs, which are among the best in the state, haven't solved some of the most basic problems. For example, most do not provide LEP students full access to the curriculum. Only one or two offer advanced classes in any subject area through sheltered and primary language instruction. Most also have bilingual classrooms staffed by teachers who are not bilingual. Virtually all of the schools have a problem providing LEP access to appropriate alternative programs such as GATE, dropout prevention and recovery, special education, and programs designed to increase Latino college attendance such as Upward Bound (UP) and Math, Engineering, and Science Achievement (MESA).

Despite the state and national trend to move away from prescription and toward flexibility and local control, we believe there is a role for the California Department of Education in providing guidance. The innovations, changes and improvements in programs must come from the school and district level. However, this does not mean that local staff can (or wish to) do all of this on their own. Even the most hardworking and motivated staff sometimes need the technical assistance and expertise that those at the CDE can provide. Furthermore, some local staff need guidance in identifying problems and formulating

solutions. The department can also facilitate sharing of ideas and strategies among districts.

There are many opportunities for researchers to expand the base of information and contribute to the future success of secondary LEP programs. Researchers might evaluate the success of different program approaches at the secondary level, interpret the implications of second language research for LEP students in grades 7 - 12, continue the search for successful programs throughout the country, gather data and explore the question of dropouts among LEP students, and investigate ways to provide access to programs that are currently not widely available to LEP students such as School to Work programs, special education, and GATE.

We hope this report will be a resource to individuals concerned about these problems. We hope also that it will encourage people in secondary schools to make contact with each other and the project schools and to work together to increase the access of California's English learners to the full curriculum.

APPENDIX I

INFORMANT ADVICE REGARDING ESTABLISHING OR IMPROVING AN EDUCATION PROGRAM FOR LIMITED ENGLISH PROFICIENT STUDENTS

We've included here all our informants' advice regarding the implementation of an effective program for LEP students. Some of this advice is specific to the problems and issues at a particular school site we visited, and some recommendations are more general.

ADVICE REGARDING THE PROGRAM OF INSTRUCTION

- Have a vision and work toward it. Persevere.
- Ensure that teachers have the power to monitor student placement and to design curriculum, since teachers are most familiar with students' abilities and needs.
- Ensure that the program for LEP students has top priority in designing the master schedule. The real values and priorities of the program are reflected in this schedule.
- Focus on students' overall cognitive growth, not just on their English acquisition.
- Offer all students the same curriculum and make it a top priority to find the materials and teachers to implement the course of study for LEP students.
- Include skills from all the other subject area frameworks in the ESL curriculum (English language, math, science, etc.).
- Thoroughly assess LEP students in order to be fully informed regarding their skills and knowledge. Plan curriculum based on this information.

- Consider thematic planning. Students are thrilled to pick themes and teacher morale is boosted by students' enthusiasm.
- Leadership is essential. Leaders must delegate thoughtfully, and then let the delegates do their jobs.
- Establish clear, well-planned goals to guide the program from the beginning.

ADVICE REGARDING STAFFING

- Actively recruit bilingual teachers from colleges and universities.
- Make teacher training an ongoing important feature of the program.
- Recruit and train bilingual paraprofessionals who wish to become teachers. Whenever possible, hire aides that have already completed some college units.
- Provide training for classified and certificated staff to work more effectively with LEP students.
- Hire bilingual staff in all capacities including secretaries counselors, etc.
- Establish a team-teaching approach. Facilitate collaboration among staff, and support common conference periods for "team" teachers.
- Provide teachers easy access to all student data, so that they can better evaluate the success of their programs. This can be accomplished through an easily accessible computer program.
- Provide a supportive atmosphere for teachers who work with LEP students.
- Recruit the best content experts at the school to be the sheltered instruction teachers.

- Create a realistic Plan to Remedy the Shortage of Teachers[17] which details how the district will eventually have enough adequately trained staff to meet the needs of LEP students, and allow adequate time to complete the plan.
- Designate bilingual program directors at both the school and district levels. Ensure that the district level director can work with teachers. Facilitate their collaboration to design and implement the program.
- Establish a strong teaching team.

ADVICE REGARDING FAMILY/COMMUNITY RELATIONS

- Find ways for parents to be meaningfully involved at the school and in their children' education.
- LEP school personnel must advocate for LEP students and their parents.
- Involve parents and the community in designing the curriculum and developing the program.

ADVICE REGARDING PLANNING AND GENERAL PROGRAM ADVICE

- Find out who your students will be in the future and plan ahead to meet their needs. Don't try to fit the students to your existing schedule.
- Begin with a small program and build.
- Create an ELD department and give it the same status as other departments.
- Work to establish a group of teachers, administrators, and school board

[17] This is a compact between a school district and the California Department of Education wherein the district describes its plan to hire and train teachers with the appropriate skills to meet the needs of the district's LEP students within a given period of time. Districts with such plans are freed from CCR staffing requirements for the designated period of time.

members who are supportive of change and provide them the knowledge and training they need to institute effective LEP programs.

- Involve teachers in the planning and decision making process. Keep in mind that it takes time and money to encourage communication that hasn't existed or has broken down.
- Constantly reevaluate the program and make decisions accordingly.
- Give staff a sense of accomplishment. Allow them to identify a set of problems and to establish an action plan to solve one or two selected problems at a time.

APPENDIX II

GOOD PRACTICE EXAMPLES OBSERVED IN PROJECT SCHOOLS

OVERALL

- CCR guidelines were used to design an appropriate education program for LEP students.
- Teachers are encouraged to take risks in their search for strategies that work for LEP students.
- The school staff spent two years reevaluating their program for LEP students, and designed a new one based on this reevaluation.

COMMUNITY

- Ongoing anti-gang counseling is led by trained school administrators who grew up and still live in the community.
- Gang activity appears to be minimized by a strictly enforced dress code at the high school, and voluntary dress code at the junior high.
- Ongoing training for teachers on techniques to defuse racist and anti-immigrant feelings among community members and some students help alleviate these problems in a community where such racist attitudes are common.
- Meetings facilitated by the principal and bilingual program director among leaders from different student groups help students air differences and build trust.
- After-school enrichment programs keep students in a safe environment, increases their learning opportunities, and contributes to their self-esteem as it builds their school success and positive interaction with teachers.

ELD PROGRAM

- Scheduling all ELD courses during first period allows students to move among ESL levels without disrupting their schedules.
- All levels of ELD include thinking and writing skills which are aligned with those in the English Language Arts curriculum.
- Advanced ELD classes earn A-F college entrance credit.
- The ELD program includes a Transitional or Advanced level of ELD, which focuses on reading and writing skills and on preparing students for the all-English curriculum.
- A smaller student teacher ratio in ELD classes, especially for the newest English learners, contributes to the English acquisition of these students.
- Summer school offers advanced ELD courses, which provide students an opportunity to increase their higher level English skills.
- The ELD program requires students to take two periods of ELD daily, one which focuses on oral skills and one on structure, writing, reading, etc.
- The thematic units of the oral language component of the ELD program are chosen through teacher/student collaboration. The units are great motivators for both groups.
- The reading and writing component of the ELD program is literature-based, which makes it more interesting and challenging for teachers and students.
- Junior and senior high school teachers collaborate to develop the ESL curriculum and to articulate the ESL course of study from the 7th to 12th grade.
- The best trained and most qualified ELD teachers work with the newest English language learners.

ACADEMIC CONTENT PROGRAM

- The program of instruction for LEP students includes a wide range of content courses taught through sheltered instruction and the primary language.
- All primary language and sheltered instruction classes are taught by teachers who have the appropriate skills and credentials.
- The curriculum includes Spanish for Spanish Speakers in language and literature classes which earn A-F credit and prepare students for the AP exams.
- LEP students may learn computer skills in their primary language.
- The school's best trained and most qualified bilingual content teachers are assigned to work with the newest English learners in primary language classes.
- The school curriculum includes advanced classes in all subject areas taught through the primary language and/or sheltered mode (depending on student need).
- The classes for LEP students are fully aligned with the state frameworks for content and language instruction.
- There is a GATE program for LEP students.
- A bilingual Tech prep program teaches keyboarding and other office skills and offers a certificate verifying students' office skills in either Spanish, English, or both.
- A school's bilingual Agricultural Sciences program steers students toward professional agricultural jobs rather than the traditionally low-paying jobs LEP students and their families have held.
- The Spanish for Spanish Speakers class at the junior high school articulates with high school AP Spanish Language and Literature.
- All LEP and non LEP junior high students take the same course of study in different instructional modes (mainstream, sheltered, or primary language). There are no

"dummy" or "advanced" tracks.

- Teachers use the SOLOM to ensure heterogeneity of LEP junior high classes and place a balance of "high" "medium" and "lower" achieving students in each class.
- Content courses are taught through thematic units of instruction. Themes are jointly selected by students and teachers.
- Sheltered instruction content classes have both Spanish and English language materials and allow students to decide which to use.
- The curriculum of the content courses is the same for mainstream English, sheltered instruction, and L1 classes.

TEACHER TRAINING

- Teacher training includes techniques of in-class modeling, coaching and mentoring.
- Incentives for teachers to take extra training include time off to take classes, district-paid class and exam fees, and an hourly stipend for training time.
- District recruits aides who have college units and want to become teachers. District helps with aides' teacher training.
- Training opportunities for teachers include extensive training for BCC and LDS as well as intensive language institutes at sites and times convenient for teachers.
- Training for teachers to help them work more effectively with LEP students is ongoing.
- Teachers prescribe topics for inservice training based on their needs.
- Small districts with limited resources form a training consortium with other small districts to offer LDS and BCC training for teachers.
- All teachers of LEP students are required to take training in sheltered and other

techniques for teaching second language learners.

- A district staff person reviews credentials of all teachers who work with LEP students and informs those that do not have appropriate credentials that they must take BCC or LDS training.
- District supports a policy which transfers teachers who do not have appropriate skills to teach LEP students (and are unwilling to gain these skills) and replaces them with BCC or LDS staff.
- The district targets a specific group of teachers, such as mentor teachers, science teachers, etc., for each cycle of LDS and BCC training.

TEACHER RECRUITMENT

- Districts conduct extensive recruiting at colleges and conferences, through advertising, in Latin America, and through an ongoing close relationship with a local university teacher training program.
- District supports a policy to protect bilingual and LDS teachers from lay off and transfer.
- District attempts to fill all vacancies with bilingual or LDS teachers.
- Bilingual and LDS teachers receive a salary stipend for their extra skills.
- The general climate of support for bilingual and LDS teachers, and for special programs available to LEP students (such as Tech Prep and Advanced Math in Spanish) attracts qualified teachers to the district.
- District hires high level administrators who are bilingual, and knowledgeable about LEP programs and who give these programs high priority and status.
- District supports a policy to retain employees hired under Title VII grants. The

policy attracts more applicants to these previously temporary positions.

STAFF RELATIONS/COLLABORATION

- LEP teachers work together in teams, meet regularly to collaborate on program changes, curriculum, etc., and keep each other apprised of how students are doing in the various classes.
- ESL teachers collaborate on assessment and curriculum design.
- District staff provide support for LEP teachers at school sites.
- Principal makes the program for LEP students a top priority. He hires well qualified staff, delegates responsibility to them and lets them do their job.

PARAPROFESSIONALS

- School trains aides on-site before they begin working in classrooms.
- District pays for second language instruction for aides and all classified personnel who choose to take it.
- The district supports a career ladder program for aides which includes financial incentives for aides to continue their training.
- Bilingual aides are paid more than other aides.
- District pays for and requires preservice of four college courses on appropriate LEP teaching methods.
- Aides are included in department meetings so they can stay apprised of changes and events in the LEP program, and participate in making decisions.
- Training for aides is on-going.
- Teachers and aides meet regularly during teacher's prep time.

- Aides are given release time from their jobs for training.
- Migrant and Special Education aides receive special training appropriate to their duties in these programs.
- Aides attend job-alike meetings with counterparts from other schools to share ideas and learn from each others' experience.

ACADEMIC ASSISTANCE

- Teacher assistants who are bilingual seniors with a 3.0 GPA or better receive training at twice a year retreats, and work in classrooms with LEP students. TAs receive course credit and a small stipend.
- Bilingual aides work in classrooms with small groups and individuals needing extra help.
- School combines funding resources to provide a Center where LEP students receive help with homework and/or tutoring by trained bilingual personnel, (See also counseling, assessment).
- District sponsors summer school and intersession classes for LEP students.
- School provides literacy help through in-class tutoring for students who are below a designated literacy threshold.
- The literacy program for LEP students includes an extended day reading class.
- Tutoring before and after school and during lunch is available for LEP students.
- School requires tutoring for students who are achieving below a designated threshold.
- District provides a bilingual/ESL program at the alternative high school for students who cannot make it in the regular high school.

SELF ESTEEM

- Once a week Spanish III and ESL II or III students have class together in only one of these languages. The program promotes native English speakers' understanding of the challenges LEP students face.
- School sponsors after school classes in baile folklorico and traditional Mexican guitar.
- School encourages LEP participation in after school sports and has bilingual coaches.
- School sponsors extracurricular activities designed for LEP students including Spanish language speech and debate, leadership club, and clubs to promote interethnic understanding, among others.
- LEP program has high status at the school. It is the "cadillac" rather than the "poor cousin" program.
- Bilingual staff have equal status with other teachers and often are given extra respect and recognition by administrators for their additional skills.
- District sponsors a program in which each LEP junior high student is paired with a bilingual college bound student at the high school. The older students act as role models, and meet with and write to the younger students on a regular basis.
- School has bilingual group counseling sessions on self esteem, substance abuse and other topics.

FAMILY INVOLVEMENT/COMMUNITY RELATIONS

- A bilingual community liaison advocates at the school and in the community for students and their families.
- School sponsors a mentoring program where bilingual teachers and counselors each establish a personal relationship with a LEP family through regular home visits and

calls.

- School has established a special committee to look into ways to encourage meaningful parent involvement.
- Schools' teams sponsor fundraising and other activities which families and other community members participate in.

ASSESSMENT

- All LEP students are regularly monitored to ensure they are meeting with success, whether they are in the LEP or mainstream program.
- School has an instructional aide whose job is to meet with mainstreamed LEP students on a regular basis to ensure they're succeeding. Students who are having difficulty are referred to an appropriate source of help.
- Students are thoroughly assessed in all areas of English and primary language skills before they are placed in an ELD or mainstream program.
- Teams comprised of bilingual staff and a parent review assessment data and help make decisions about appropriate student placement.
- The ongoing progress of LEP students in the program is monitored by the bilingual team of teachers as part of their weekly meetings.
- School has an assessment center where all student assessment is conducted by bilingual personnel. Students are not placed until all assessment is completed.
- The district has developed assessment techniques which are appropriate for identifying GATE LEP students.
- School personnel make every attempt to verify students' school records from Mexico in order to ensure they don't repeat classes.

- All district and site assessment data is compiled in a computer program which can organize and compute data in many ways and which the program leader makes accessible to teachers.
- Team of personnel designs an action plan for each student who is not progressing in the bilingual program, based on the individual student's needs.
- Staff conduct an annual self review of the LEP program at a bilingual retreat.
- School is currently conducting a comparison study of students in LEP classes and the mainstream program.

REDESIGNATION

- Redesignation guidelines include procedures for monitoring students after transition to all English program and strategies to help those having trouble.
- The many bilingual teachers and students in the mainstream classes provide support for recently redesignated LEP students, and those in mainstream classes without being redesignated.
- Teachers of each student being considered for redesignation confer and make recommendations regarding the decision.

MASTER SCHEDULE

- The master schedule is built around the classes for LEP students to ensure the best use of teacher resources.
- School administrators make sure they hire enough adequately trained teachers to avoid master schedule problems.
- The program director designs several contingency master schedules to prepare for

the coming school year.

SCHOOL ORGANIZATION

- Creating teams of teachers and students has helped teachers focus on needs of these students.
- A Bilingual Education Department is devoted to the needs of LEP students and to ensuring their equal access to the curriculum.
- School is divided into subject area departments and teams. The "teams address the kids and the departments address the curriculum."

FUNDING

- District allows site to control its LEP budget and site administrators allow teachers in the LEP program to make decisions on how to use funds.
- Schools combine a variety of funding sources to serve students.
- District personnel help site personnel apply for extra funding for programs site staff want to implement.
- District has developed an assessment method to identify LEP students who qualify for GATE funds.
- Teams or families conduct fundraisers for special team activities and items.

COUNSELING

- School hires bilingual counselors.
- School has bilingual/bicultural counselors who grew up in the community.
- Counselors take extensive training in issues pertinent to second language learners,

and working with multiethnic students.

- School sponsors various ongoing activities in the primary language of students and/or their parents, to encourage LEP students to attend college.
- Migrant Education counselors work with migrant students and help with the unique educational and personal challenges migrant students face.
- There is a summer school program on college campuses which is designed to prepare students for college attendance, and alleviate parents' fears about their children going away to school.
- Trained peer counselors who speak the primary language of the LEP students, help these students through informal peer counseling and tutoring.
- A Migrant/Bilingual Services Center is the focus of formal and informal counseling. Center staff focus on academic and social needs of the students.
- Counseling focuses on anti-gang activities in a neighborhood where gang activity is prevalent.
- A community liaison stays in close touch with students and their families and helps with problems in a variety of ways including referrals to outside agencies when necessary.

APPENDIX III

RECOMMENDATIONS

DISTRICT AND SCHOOL SUPPORT FOR LEP PROGRAMS

- Recommendation: School leaders should seek advice from colleagues at other schools who have been successful in improving communication and collaboration among their teachers. These leaders can facilitate communication by scheduling time for teachers to meet and begin to forge new and positive working relationships which will contribute to the strength of the LEP program.

PROGRAM DESCRIPTION

- Recommendation: School districts must investigate how to best serve secondary LEP students who "speak English" but cannot meet the other criteria for redesignation, and ensure that their current practice of placing these students in mainstream classes is not detrimental to the students' chances for success. Schools must ask questions: Is the mainstream program the appropriate place for these students? Could they benefit from some classes in the LEP program? Are there classes or teaching techniques that are currently not being used with these students that might help them succeed academically? How are they doing compared to LEP students in the specially designed program? Are there ways to assess these students to make sure they are appropriately placed in the LEP or mainstream program? Are schools monitoring their progress closely, to make sure they are not improperly mainstreamed?

ENGLISH LANGUAGE DEVELOPMENT PROGRAM COMPONENT

- Recommendation: Schools should include writing and thinking skills in the ESL curriculum in addition to, rather than in place of, teaching such skills in primary language and sheltered instruction classes.

ACADEMIC PROGRAM FOR LEP STUDENTS

- Recommendation: It is critical that primary language and sheltered instruction strands have the same high standards and challenging curriculum that is available to students in mainstream classes.

- Recommendation: Schools should structure schedules to prevent students spending all of their time with the same group of LEP students and allow them to spend some of their learning time with students who are not limited in their English proficiency.

- Recommendation: Schools with Spanish-speaking LEP students can and must offer AP Language and Literature classes to these students. Teachers stressed the beneficial effects of these classes on students' attitude, self-esteem, and learning.

- Recommendation: Schools should combine funds from various sources to lower class size. Smaller classes provide greater opportunities for teachers to address the disparate needs of students who may have a wide range of previous schooling and whose English proficiency levels are diverse. Smaller class size can also accelerate learning for these students as they face the extra challenge of becoming proficient in English. It is notable how many informants said they would like funds to reduce

class size. Why didn't schools use their LEP funds to do this? Particularly since these funds are meant to be supplemental and the general fund is meant to cover all the basic costs of running a program such as teachers, books, supplies, and other necessary operating costs?

- Recommendation: Restructuring proposals must be designed to ensure that they do not create problems of access for LEP students and that these students are not isolated from the rest of the school. Teachers suggested that all families have some teachers trained to work with LEP students so that these students can take some classes outside their family or house. This is crucial in order to avoid segregation, and provide LEP students exposure to a range of students and teachers. It is also very important that these families not receive remedial or dumbed-down versions of the curriculum.

- Recommendation: GATE and special education are two areas where appropriate assessment, knowledge, and services are lacking. The California Department of Education should publicize successful efforts in these areas and the assessment process developed by one project school for identifying secondary LEP GATE students. CDE should also explore ways to help schools develop guidelines and procedures in these areas.

- Recommendation: Schools with significant populations of LEP and Latino students must hire more counselors who are bilingual in the primary language of the students and/or their parents. Colleges and universities must recruit and favor bilingual

candidates for their counselor training programs.

TEACHER TRAINING AND RECRUITMENT

- Recommendation: All colleges and universities that train teachers should establish relationships with high schools and school districts in order to provide teachers in training to the districts, and to encourage currently enrolled high school students to become future teacher trainees. We were somewhat surprised that not all districts promote such relationships. One third of the schools did not mention this as a way to increase teachers for their LEP program.

- Recommendation: Districts should provide paraprofessionals with both release time and fee payment for teacher training. Very few, only three, do this for aides. Although most of the districts say they need more bilingually trained teachers, few expend resources on converting their already bilingual paraprofessionals into teachers of LEP students.

- Recommendation: Districts should find ways of encouraging and helping bilingual students become future teachers. High school seniors have the same education level as many paraprofessionals and should be viewed as potential future teachers.

- Recommendation: Districts should evaluate which of their training efforts are most successful and cost-effective, and share this information with other school districts. Despite the efforts mentioned in this section, we saw less training activity than we might have expected given the extent of the need. Sharing information might

stimulate thinking about diverse ways to approach teacher training.

- Recommendation: All schools that do not have adequate numbers of qualified teachers for their LEP students must support policies of job protection for appropriately qualified teachers. In times of district layoffs the law protects teachers with special skills to teach LEP students, in favor of teachers with seniority who lack skills that are necessary to meet the needs of the students.

- Recommendation: Schools must enforce teachers' training agreements. Unfortunately, informants said that sometimes teachers who agree to take training do not actually do so. Program directors said that this is a "loophole" they wish to close.

PARAPROFESSIONALS

- Recommendation: More schools should institute programs which train bilingual seniors to be teacher assistants. They provide an opportunity to both the assistants and the students in the classrooms where the assistants work. In addition these teacher assistants are important role models for LEP students.

- Recommendation: Districts should hire aides whenever possible, who are interested and in a position to pursue a teaching credential; further, aides should receive more extensive training through the school district than is currently the rule. Aides are a critical feature of most of these LEP programs and are a potential pool of future bilingual teachers.

STUDENT ASSESSMENT

- Recommendation: Schools should assess students' language and academic skills in their primary language as well as English in order to determine appropriate placement in primary language, sheltered or mainstream classrooms.

- Recommendation: The California Department of Education should publish guidelines for the appropriate redesignation of secondary level LEP students. An advisory committee might be formed to recommend measures and achievement thresholds which would accurately indicate that students are ready to do all school work in English. Such guidelines should also include parameters for providing redesignated students with extra help and support for a specified and adequate amount of time after redesignation.

- Recommendation: Schools must assess students' language skills in each language in order to make the most accurate redesignation decision and avoid causing academic harm by redesignating students before they have the necessary intellectual preparation and English language skills to succeed in the mainstream.

- Recommendation: Every school and district should develop guidelines and procedures for monitoring and helping redesignated students. More than one informant said that even students who are ready for redesignation often struggle in their first semester or two in the mainstream. Building in some additional help for these students during this first year might contribute to their immediate and long term success in the all-English program. For example, a school might have after

school sessions for these students and provide extra help before redesignation through Transitional or Advanced ESL classes as some project schools do. It would also be useful to evaluate over a period of time the efficacy of different approaches to providing extra help for these students.

- Recommendation: Several schools have transitional programs or classes to prepare advanced ELD students for the all-English program of instruction. Schools must guard against such courses becoming a remedial track from which students never exit. Schools must establish guidelines regarding preparatory courses for the mainstream and limits on the amount of time students can spend in these transitional programs. In at least one school we visited teachers were concerned that students were staying in these programs too long without being redesignated because they couldn't meet the writing criteria for redesignation.

MASTER SCHEDULE

- Recommendation: Districts must discontinue the practice of planning for the LEP program based on fall rather than spring enrollment. This practice must be replaced with a planning strategy which is more realistic and which does not lead to the overcrowding we found in several schools' LEP programs.

- Recommendation: Schools should plan their programs for LEP students first, and build the rest of the courses around this schedule. Several informants noted that this strategy allowed them to take best advantage of their staff and other resources.

SCHOOL ORGANIZATION

- Recommendation: Schools and districts should let staff make decisions regarding creation of an ESL or LEP department within the school. We also recommend that schools look at some type of organization that specifically addresses the needs of LEP students, such as a LEP or at least an ESL department. These appear to focus teachers and administrators on the specific needs of the program for LEP students. Conversely, schools organized into subject departments that have no LEP teachers in certain subjects, such as science, are certainly less likely to focus on the science needs of these students.

EVIDENCE OF SUCCESS

- Recommendation: Districts must develop appropriate, consistent and meaningful assessment of their LEP education programs. Such evaluation can help staff identify the program areas on which to concentrate their improvement efforts and would highlight successful practices. We wonder why districts don't take more of an interest and a role in helping individual schools determine the success of their programs. Other than data collection which fulfills requirements in order to continue state funding for LEP/EIA and other programs, districts that we observed do not evaluate their LEP programs in a consistent and meaningful way.

- Recommendation: The California Department of Education should establish an Advisory Board to explore meaningful standards and measures for evaluating all areas of schools' programs for LEP students and for making this data accessible and comprehensible to teachers. The Board might be similar to the group convened by

the California Department of Education to address the issue of teacher shortage. It might also publish its recommendations in a document similar to the one produced by this advisory board, called "Remedying the Shortage of Teachers for Limited-English-Proficient Students."[18] Some questions such a group might consider are: What are good/appropriate measures of success for these programs? For those that run the programs, what kind of information would help them create the best programs possible? How could schools and districts conduct such evaluation and compile data in a relatively easy and cost effective way? How can such evaluation be viewed as a positive tool for reforming and improving a program rather than a punishment which shows up failure and inadequacy? The Board should establish a relationship with testing experts to begin to collaborate on a commercial test or tests that are appropriate measures of California's LEP students skills in a number of areas including English language skills and content knowledge.

- Recommendation: A "recognition award" should be established by the California Association of Bilingual Education (CABE), or other appropriate professional teaching organization. The recognition would be awarded annually to a school or schools that provide the best program/s for secondary level LEP students. To begin with, the award might go to schools that provide the fullest access to a complete curriculum for these students. Eventually other measures of success might be considered as these standards and measures are developed by the Advisory Board mentioned above.

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[18] California Department of Education, Remedying the Shortage of Teachers for Limited-English-Proficient Students, a Report from the Task Force on Selected LEP Issues (1991).

- Recommendation: Schools should conduct an ongoing comparison study of the success of LEP students who are mainstreamed and those that are in an LEP program in order to ensure that mainstreamed LEP students do not need sheltered or primary language content instruction. It is important to evaluate how well LEP students are achieving as compared to students whose first language is English if schools want to address any educational inequities between the LEP and regular school programs.

PROCESS TO DESIGN AND IMPLEMENT THE PROGRAM

- Recommendation: At schools where teachers and/or parents are concerned about the lack of services for LEP students and where administrators have not responded to attempts to try to provide access for these students, we recommend that these individuals file a formal complaint to the office of complaints at the CDE. The complaint will trigger an investigation and may result in a CCR review which otherwise take place only every third year. The review will identify areas of the program which need improvement and will alert district and school administrators that the needs of these students must be met.

IMPEDIMENTS TO IMPLEMENTATION OF PROGRAMS FOR LEP STUDENTS

- Recommendation: The California Department of Education or other appropriate agency such as a university, should initiate a clearinghouse of materials for secondary LEP classes. We found some schools have spent a great deal of time and money translating materials. Why not share this work with other districts. A clearinghouse could include teacher comments regarding the strengths and weaknesses of particular

materials and might also stimulate publishers' interest in translating and developing additional materials.

- Recommendation: Schools should use some of their resources to extend the school day and year to help LEP students meet their double learning challenge of gaining English proficiency and learning the subject matter. Several of the schools in our project did this and felt that their efforts were a great help to their LEP students. Title VII grants and/or restructuring grants might provide seed money for this extended learning. Schools could also combine monies from current funding sources such as LEP/EIA and Migrant Education to do this, as we saw at some schools.

- Recommendation: Schools where a pattern of absence is well-established should devise a schedule to accommodate these students' learning, coupled with more intensive learning opportunities when they are in town. Perhaps a "track" that accommodates their migrancy pattern. One school we observed has adapted their year round schedule to the migratory pattern of these students, and intensifies their learning through a tutoring center and after school Homework Center. The principal of this school where most of the several hundred LEP students are from migrant families said that this center makes a big academic difference for these students.

STAFF SUGGESTIONS FOR PROGRAM IMPROVEMENTS

- Recommendation: School districts must provide access to special programs for LEP students who have dropped out or are in danger of dropping out of school and for secondary LEP students who have large gaps in their schooling. Although the latter

group did not account for a large percentage of the students at any of the schools, none of the staff we spoke to were satisfied with the current strategies for educating these students. In regard to dropouts, only one of the schools we visited had a program for these students at the alternative high school. Schools must be careful however, not to warehouse LEP students in alternative programs that do not provide them adequate learning opportunities.

GOOD PRACTICE STANDARDS AND EXAMPLES

- Recommendation: Districts must ensure that LEP students have access to excellent School to Work and vocational programs. The CDE should publish guidelines and/or suggestions for how schools might do this. Policy makers, advocates, and researchers should address the issue of LEP access to these programs.

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